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- 11 Win All-America Award
- The Region — Past, Present, Future
Editorial
- Metropolis . . . 1985
- Cities Versus Atoms
Joseph F. Zimmerman
- The Rebirth of Kiel
Thomas Greene
- Reorganization
Proposed in California



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National Civic Review

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News of the League

11 Win All-America Award

Here is the greatest All-America team of 1960!

Its members have played in one of the roughest, most important games in which any American can participate. Citizens of eleven communities have won for their home towns an All-America Cities Award for their performance in the game of civic betterment.

Selection of eleven winners is a purposefully chosen analogy to an All-America football team. An All-America football player may not have played at the school voted the national championship, but his individual skill has been recognized as "the best." An All-America City may not be able to qualify as the nation's best run, but the civic consciousness of its citizens has been adjudged among "the best."

All-America Cities are places where energetic, purposeful, intelligent citizen effort has wrought concrete accomplishments of benefit to the entire community.

The citation is not granted for "municipal perfection," or for "good government." An All-America City may not have won all its goals but it is a community where citizen action holds promise of ultimate victory.

An All-America City Award is granted to the citizens of the city and is a salute to them for their adherence to the American tradition of democratic cooperation and the assumption of civic responsibility.

The National Municipal League and *Look* Magazine, co-sponsors of the contest, announce the following eleven

1960 All-America Winners

Bloomington, Minnesota
Decatur, Illinois
East Providence, Rhode Island
Grand Rapids, Michigan
Las Vegas, New Mexico
Marin County, California
Radford, Virginia
Richland, Washington
Salem, Oregon
San Jose, California
Worcester, Massachusetts

communities as selected by the All-America Jury as members of the 1960 team of All-America Cities.

Bloomington, Minnesota, (1960 population, 50,498). In less than ten years a semi-agrarian township of 43

square miles exploded into Minnesota's fourth largest city, growing from less than 10,000 people to over 50,000 from 1950 to 1960. Most dramatic of all the problems the citizens tackled was solution of a serious water pollu-



George Farr
Bloomington
Spokesman

tion crisis. Eighty per cent of the individual wells in the city were contaminated by sewerage chemicals—and well water was the only source of supply for most of the inhabitants. A citizens'

committee on sewer and water spearheaded a drive, along with the League of Women Voters and Chamber of Commerce, for construction of a \$10 million water line and sewer network. Other committees organized a successful campaign for \$20 million to build more schools. The city has embarked upon a general program of governmental, cultural and environmental improvement.

Decatur, Illinois, (78,004). "Here is a community so healthy it could just stretch back and fall asleep by a lovely lake"—this was the way a magazine described Decatur; but Decatur has not



Frank H. Byers
Decatur Spokesman

been willing to relax. A vigorous citizens' group won a hard fought campaign to get the community to adopt the council-manager plan to meet the challenge of the future. A long series of accomplishments has

been part of this healthy community's endeavors to stay vigorous and progressive. New schools, traffic planning, urban renewal, new hospitals, water improvements and a program for the aged have all been achieved through enlightened citizen-government cooperation.

East Providence, Rhode Island, (41,955). Some people think it is hard to fight city hall but it must seem easy to the inhabitants of East Providence in comparison with the battle they had to wage against the state legislature, both major political parties' local and state organizations plus city hall. Twice the electorate voted to adopt a home rule charter providing the council-manager plan and twice the legislature refused validating legislation. Finally the legislature approved the charter provided

the citizens would vote yet again and this time on a confusing referendum that required friends of the charter to vote "no" when they meant "yes." But the people saw through the ruse. East Providence has finally become a home rule city and has launched itself upon a program of municipal betterment.

Grand Rapids, Michigan, (177,313). "Grand Rapids, the proud keystone of western Michigan economy and trade for nearly a century, came to grips with itself in 1960, vigorously shook off the burden of a strange mixture of socio-political immaturity and urban senility of almost a generation's standing and girded for a future of dynamic growth to be largely the common sense, grass roots handiwork of its own citizenry." So reads the opening paragraph of this All-America City's story of progress. An extensive annexation program, which re-established Grand Rapids as Michigan's second largest city, a 44-acre blighted area transformed into an industrial park, street and water improvements, a second police court and a series of other actions came because of the reawakening that ended old feuds and problems through a new found sense of pride and cooperation.



Edward J. Frey
Grand Rapids
Spokesman

Las Vegas, New Mexico, (6,028). A sleepy little village may have charm but the picturesque demeanor may often be but a facade hiding the frustration and sense of futility that has gripped its inhabitants. Las Vegas was such a community. There were no sidewalks, no paved streets, the park was full of

(Continued on page 231)

NATIONAL CIVIC REVIEW

April 1961

Volume I, No. 4

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NEWS OF THE LEAGUE	173
11 Win All-America Award	173
EDITORIAL COMMENT	176
The Region—Past, Present, Future	176
METROPOLIS . . . 1985	178
CITIES VERSUS ATOMS	<i>Joseph F. Zimmerman</i> 183
THE REBIRTH OF KIEL	<i>Thomas Greene</i> 189

News in Review

CITY, STATE AND NATION	<i>H. M. Olmsted, Editor</i> 193
Reorganization Proposed in Calif.	193
METROPOLITAN AREAS	<i>William N. Cassella, Jr., Editor</i> 202
Bay Area Ass'n Holds First Meeting	<i>Stanley Scott</i> 202
COUNTY GOVERNMENT	<i>Samuel K. Gove, Editor</i> 208
Welfare, Highway Functions Analyzed	<i>Twiley W. Barker, Jr.</i> 208
TAXATION AND FINANCE	<i>William J. D. Boyd, Editor</i> 213
Cities Seek Easy Solution to Needs	<i>Paul Duke</i> 213
CITIZEN ACTION	<i>Elsie S. Parker, Editor</i> 217
Seek Fundamental Change in Mass.	<i>Burt Levy</i> 217
RESEARCHER'S DIGEST	<i>Anne K. Stich, Editor</i> 221
Council Voting Splits Studied	221
BOOKS IN REVIEW	225

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Editorial Comment

The Region—Past, Present, Future

FORWARD-LOOKING leaders in every metropolitan region—old or new, large or small—are concerned about their region's future, its prospects for growth or decline. What private and public programs will make the most of its assets, counteract undesirable trends, overcome deficiencies? Sound policies require a thoroughgoing understanding of present and prospective economic and social conditions. This can be acquired only after exhaustive study based upon the most advanced techniques of analysis and projection.

The nation's largest and most complex metropolitan region has before it the findings of such a study. The scholars assembled by the Harvard Graduate School of Public Administration to conduct the New York Metropolitan Region Study for the Regional Plan Association have completed the initial analysis and projection of the state of the region by 1985. Now the association has launched a program of civic education interpreting the scholars' findings to the leaders of the region with the objective of developing policies which will master its problems and prevent the unfavorable projections from becoming realities.

The first of a series of "regional assemblies" brought together some two score business and professional leaders. The report of this distinguished gathering is carried in this issue of the *NATIONAL CIVIC REVIEW* (page 178) because the questions facing the New York-New Jersey-Connecticut metropolitan region have their counterparts in every other

region. In those where civic leadership is mobilized to face these problems the prospects of sound development are greatly enhanced.

Massive as the problems are, proper concern should not give way to defeat and despair. Mobilization of civic and political talents can mightily alter the future of every region.

Paul Windels, former New York City corporation counsel and former president of the Regional Plan Association, addressing this assembly of business leaders, placed in perspective the tasks which lie ahead. He opened his address with a quotation from Abraham Lincoln's 1858 "house divided" speech: "If we could first know *where* we are, and *whither* we are tending, we could better judge *what* to do, and *how* to do it."

Mr. Windels continued:

"How profoundly true is this simple thought and how significant its application to the tasks with which we are here engaged.

"This is not the first time that business, professional and political leaders in this metropolitan area have posed this question in relation to its planned growth. Nor did we, when we initiated the studies now before you, expect that they would forecast a metropolitan region in the year 1985 as nearly perfect as human intelligence could conceive, requiring nothing further of us than to keep hands off and let nature take its course.

"That the contrary proved to be the fact did not surprise us. And if there be those among you who are

disturbed by some of the reports which you are here reviewing, I would remind you that yours is not a new experience. If our predecessors, who formulated the Regional Plan of 1929, could be with us now, they would find themselves on familiar ground. They had been through it all before. But they were not discouraged and the results of their devoted efforts may now be referred to with pardonable pride. Their experience should persuade us that the inquiries we have made and the facts we have disclosed not only tell us where we are and whither we are tending but also they will indeed, as they did once before, enable us better to judge what to do and how to do it. . . .

"The 1929 plan is in the record. It has been subject to public scrutiny and discussion for over 30 years. It established principles and standards which have influenced planning throughout the world. During that long period it has been a constant guide to official action and official thinking. It set forth patterns of regional growth which have in large part been accomplished. We have before us today, for all to behold, the record of change and achievement in the region, which has come about by both public and private action since the promulgation of the plan.

"The plan first laid out a skeleton of the facilities to be provided by public action, namely, the highways and river crossings, parks, parkways and recreational facilities. Within the large areas served by these public facilities, private development could take place pursuant to city planning principles and standards

such as zoning and subdivision control.

"The pioneers of the 1920s had to cut their own path through the wilderness of public indifference and even opposition. You start with all the advantage of 30 years of accumulated experience and of public confidence in and acceptance of the leadership now available to you.

"We do not have to allow unfavorable trends which may have been revealed by our studies to overrun or overwhelm us. Surely there are enough leaders in this region, just as effective in shaping our future as were the pioneers of an earlier generation.

* * *

"In this New York metropolitan region we have presently as great a concentration of wealth, power, influence, leadership and talent, in every conceivable field of human activity, as the world has ever known. Although young in years, as compared with other great urban areas of the world, we may truly be said to be today the world's greatest metropolis. . . .

"And what has happened before will, under comparable circumstances, happen again if we are not in default and provided always that some tragic mischance does not destroy all civilization.

"Those of an earlier day faced their duty with high courage and faith. Their success has placed this and succeeding generations under an everlasting obligation to them. There is no reason why we cannot also meet the duty which they faced and succeed as they did. Let us try to do as much for those who follow after us as they did for us."

Metropolis . . . 1985

Business executives report on planning and prospects for New York Metropolitan Region.

EXECUTIVES of 40 major businesses in the New Jersey-New York-Connecticut metropolitan region, meeting February 26-March 1 at Arden House, Harriman, New York, on the invitation of the Regional Plan Association, considered the region's development over the coming 25 years. They based their discussion on the results of the recently released New York Metropolitan Region Study, a three-year project conducted for the association by a research team of Harvard University's Graduate School of Public Administration.¹

The executives reached the following conclusions:

I

We anticipate sharp growth in jobs and population for the region. On this we agree with the Harvard projections of 24 million people and nine and a half million jobs in the region in 1985. This represents, roughly, an increase of eight million people, a 50 per cent jump, and an increase of three million jobs, again about a 50 per cent increase in 25 years. Furthermore, it seems reasonable to assume with the Harvard team that the fastest rate of growth will occur in the outer ring of the region—Monmouth, Middlesex, Somerset and Morris Counties in New Jersey; Dutchess, Putnam, Orange, Rock-

land and Suffolk Counties in New York; and Fairfield County in Connecticut. The Harvard group projects a population of about eight million residents and more than two million jobs in those counties by 1985—an increase from three million people and three-fourths of a million jobs. This also appears to be within a reasonable range.

Similarly, fast rates of growth in Passaic, Bergen, Essex and Union Counties, New Jersey, and in Westchester, Nassau and Richmond Counties, New York, seem likely, possibly reaching by 1985 the vicinity of the estimates suggested by the Harvard study of eight million people and two and three-fourths million jobs compared to the present four and a half million people and about one and a half million jobs. The Harvard study projections are consistent with those of several firms represented here.

We do not feel that the projected growth of the region's economic activities will be inhibited by serious shortages of man power. A continuing increase in automation of the region's business activities, however, has been considered in projecting the increases in employment.

The region will continue to be a relatively high-wage area providing a great diversity of employment opportunities. Jobs will be filled to a far greater extent than heretofore by natural population increase within the region and to a lesser extent

¹ For reviews of the volumes issued as a result of this study, see the REVIEW, March 1960, page 163, and February 1961, page 114.

by in-migration. Nevertheless, our labor market will continue to attract newcomers from various parts of the country.

Newer ethnic groups will continue to be absorbed into firms here represented as this is made possible by increasing educational opportunities.

Also encouraging is the fact that the already great diversity of the region's economy will continue.

II

Despite the fact that the magnitude of growth is a measure of the region's great vitality, the distribution of residents and jobs projected by the Harvard study will present tremendous problems and challenges.

III

To act wisely, we need to weigh the alternative courses that the region's development could take and work out agreements on the best alternatives. Finally, we must search for the levers that can tip the region in the favored directions.

IV

It is equally clear that in this forethought the region as a whole must be considered. None of the major problems we can anticipate is limited to one segment of the region. For example, maintaining vigorous central business districts and obtaining good transportation are important to the outer edges of the region just as maintaining open space at the outer edges is important to those living and working in the core. In the same way, the suburbanite cannot wave away consideration of the core cities' social problems. He will find them spilling over into his hometown. These basic problems of the

people living and working in the region—both today's problems and those expected tomorrow—are regional.

V

Looking at the region as though it were a productive plant in competition with newer regions both at home and abroad, we find these deficiencies present and possible:

A. *Transportation to the central business districts.*

Transportation to the central business districts is inadequate. From many places it is too expensive for clerical employees, causing personnel shortages, and it is wasteful of valuable time and talent because of delays and breakdowns.

There will remain a need for a tight cluster of business headquarters in the central business districts of the region and these jobs must be reached by a large number of persons who will choose to live in the suburbs. If the mass transportation system grows weaker instead of stronger, these key clusters of business decision-makers may not be able to operate efficiently where they are. Further, the transportation system of the future must tie together the older central business districts with the newer industrial clusters that will continue to spring up through the region.

All forms of transportation should fit complementarily into a balanced system.

B. *Congestion in the core.*

Traffic congestion is a great brake on the region's ability to produce. Estimates of the losses to the New York region's business because of

congestion run as high as \$2 billion. For example, one participant said that "it costs more to get an orange from the west side of Manhattan to the east side than to get it to New York."

C. *Wide separation of homes, jobs.*

Long commuting is inefficient for business and disagreeable for employees. Burdensome journeys to work can be reduced by planning residential space in relation to industrial location.

Communities wishing to attract industries must assure that space for workers' homes is available nearby. In addition, housing suitable for middle-income families working within the cities should be available there.

D. *Waste of prime land.*

Deteriorating residential neighborhoods, thinning out in population and wearing out in usefulness, in many places bestride some of our most valuable land. Yet urban economics are such that much of it can be reclaimed only by public action. In the undeveloped parts of the region, unplanned scattering of homes is certain to use much new land wastefully—for example, prime industrial land or irreplaceable natural settings.

E. *Waste of vast capital investment.*

The region's older residential areas are closely linked to a mammoth investment in community facilities, a vast transportation network, and a whole complex of work places, stores, utilities and other structures which lose value when the neighborhoods decline but which nevertheless must be maintained. If blighted areas are not invigorated, both private business and governments will lose enormous

sums in abandoned investment that must be replaced elsewhere.

F. *Loss of necessary manpower.*

The New York region's primacy as headquarters for the nation's major businesses, financial institutions and nonprofit organizations can be seriously shaken if the best talent chooses to go elsewhere.

Although the New York metropolitan region continues to be a magnet not only for talented beginners but also for experienced professional personnel, this may not continue to be the case if the region becomes less attractive and convenient for modern living.

To keep this talent in the region—and to keep the region attractive for all of us—we must have the best possible transportation system and a plan for land use that assures the fullest opportunities to work and play and continued development of its cultural facilities.

VI

While we agree on the pressing need for action to chart the region's course, and we feel capable of taking the action that will satisfy many of these needs, public policies for guiding the region will require careful development. We must know more specifically how the different parts of the region will be developed to accommodate the jobs and the people we expect. And we must identify the values that are to be protected and those that must be sacrificed in the process. Business leaders should support and participate in this planning and should take responsibility for arousing other community leaders to support and participate.

VII

Among specific proposals strongly expressed in the discussions here, the following should be considered by public agencies concerned in developing plans for the region.

A. Immediate action is needed to retain rail passenger transportation and to improve it. Recent measures by the states are an important step forward. Emergency action which is needed to save the suburban railroads should provide for equipment which is flexible enough to be compatible with long-range improvements.

B. A regional passenger transport study is essential, covering comprehensively all modes and needs of passenger transportation and looking toward a system integrated with land development plans. The three states should carry out the study jointly with local participation. There is need to consider a new jet airport and exclusive highway lanes for buses. There also is need for a similar study of movement of goods.

C. Cooperation is essential among the region's 1,400 local governments to achieve an efficient location of industry and residents. As a telephone company executive remarked, "I'd hate to service the region with 1,400 different telephone companies."

We commend cooperation among local governments as represented by their relationship in the Metropolitan Regional Council, which is a forum for the elected officials of the region's local governments.

Sound development also requires a tax system that does not pit one governmental unit against another in competition for high taxpayers

and low tax users. Use of zoning to bring in high and keep out low net tax producers is a distortion of its original purpose, which is to insure the best use of land. As long as they are heavily dependent on property taxes within their own boundaries, local units cannot afford to support a plan that is in the best interest of the region—if the net result does not happen to produce sufficient property tax revenue for themselves.

D. The states should exercise more responsibility in regional development through technical advice and stimulation of local planning and action. The counties and other governmental agencies above the municipal level also should play a more effective role in providing governmental services and their organization should be improved to do this effectively.

E. Older municipalities can and should be kept livable and productive by making effective use of urban renewal powers. Cities also might consider using powers of condemnation, if available, to acquire and clear land for expansion of business in their area. Rehabilitation and conservation of both housing and industrial property in the older areas are feasible and often preferable to complete land clearance. The New York State Mitchell-Lama Law provides limited tax abatement and low-interest, long-term loans for new housing units in return for limits on rent levels. New Jersey and Connecticut should develop comparable programs.

F. States, counties and municipalities should act as quickly as possible to reserve open space to meet the recreation needs of the region's fast-increasing population.

G. We are concerned about the swift disappearance of open space. The same amount of land was urbanized in the region in the past 30 years as had been urbanized in 300 years before. The projections suggest another doubling of the urbanized portion of the region, from the present 2,000 square miles to 4,000 square miles in 25 years. This would leave only 3,000 square miles open in the 22 counties—and much of that not usable for development or recreation.

Each individual's race for a small lot of his own is eliminating large tracts of open space. Experiments might be made with clustering of industry and housing, perhaps in the form of self-contained new towns and industrial parks, to see whether people like this kind of living and whether such a pattern can save open space and provide a better framework than we now have for fast economical transportation.

H. We are concerned also about a lag in higher, professional and technical education in the region and urge prompt effort to meet this deficiency.

VIII

Action for the Regional Plan Association. The following steps need to be taken to speed the process of progress:

A. The region's leaders—men and women from business, finance, labor, government, civic and cultural organizations—"need to be educated about the regional facts of life," as one participant put it. Suggestions for informing businessmen included presentations for top executives in their own firms and industry associations.

B. The education of the region's youngsters—our future leaders—should include exposure to the concept of the region and its patterns of change and growth.

C. We are pleased to note that the association is beginning the next two major steps toward sound regional development:

1. Translating the Harvard employment and population projections into projections of the land use and transportation developments which they imply, evaluating this projected course of regional development and suggesting feasible alternatives.

2. Bringing desirable alternative courses of regional development before the region's leadership in order to work out a new consensus on policies, plans and programs to guide regional growth.

Summary

The New York metropolitan region retains its dynamism and its leadership of many functions of the American economy—for example, as financial center, the greatest general cargo port, headquarters for large businesses and nonprofit organizations, and the nation's culture capital.

With proper planning the region will retain this leadership while growing rapidly over the next 25 years.

The only way to assure satisfactory growth is through coordinated plans for the best use of land and a transportation system to go with land plans. Community leaders should support and participate in development of such plans for the whole region and should seek wide support and participation among their colleagues and others in the planning process.

Cities Versus Atoms

Need seen for greater understanding of and preparation for protection against radiation.

By JOSEPH F. ZIMMERMAN*

ATOMIC energy already is having an impact on our cities and obviously will have greater impact in the future. The number of individuals and organizations licensed by the United States Atomic Energy Commission to use radioisotopes exceeds 5,200 and will increase significantly within the next decade. It is the purpose of this article to stimulate cities to prepare for the atomic age by suggesting problems that may confront them. Cities were unprepared for the coming of the automobile and most are only a little better prepared for the atomic age.

So long as atomic energy was restricted to defense purposes and monopolized by the federal government, most cities did not need to concern themselves with it. With the enactment of the Atomic Energy Act of 1954 opening doors for the private development and use of atomic energy, state and local governments were faced with the problem of determining their proper roles in this field—a problem in inter-governmental relations.

The federal government obviously

will continue to dominate certain atomic energy activities. It has cooperated with the states, however, in regulating users of radioactive materials and is encouraging the states to assume authority over by-product, source and special nuclear materials in less than a critical mass. The role of cities in the atomic energy field, of course, will be determined to a great extent by the actions taken by state governments. It is reasonable to assume that the states will not totally exclude cities from the field, because many of the problems created by atomic energy are in the traditional areas of municipal concern and activity.

Public safety and public health are two of the traditional municipal functions vitally affected by atomic energy. Radiation is especially dangerous since it gives no warning of its presence that can be detected by human sense organs: radiation is silent, invisible, odorless and cannot be felt. It can be detected only by the use of instruments. The activities of public safety and health departments must be closely coordinated if the public is to be fully protected against radiation.

The need for adequate civil defense against an atomic or hydrogen bomb attack by an enemy is apparent. Evacuation plans and shelters must be prepared, emergency sources of food and water provided, and monitoring and decontamina-

* Dr. Zimmerman, associate professor in the Department of Economics, Government and Business at Worcester Polytechnic Institute, is consultant to the Massachusetts Commission on Atomic Energy. He recently became president of the Citizens' Plan "E" Association of Worcester and was the first president of Worcester Citizens for Neighborhood Improvement.

tion equipment kept in readiness. Disaster plans should be prepared in the event of a major accident in a local nuclear facility.

Municipal fire departments must have the trained personnel, radiation detection equipment and protective clothing to cope with radiological fires. Although users of radioactive materials may not be located within a small community, it must be prepared to cope with fires arising from transportation accidents involving radioactive materials.

The fire prevention code should contain provisions relative to radioactive materials: a pre-fire plan should be developed in cooperation with all users of radioactive materials; the exact location and types of all radioactive materials within each building, as well as the names and telephone numbers of qualified staff personnel of the user, should be made known to the fire department. The degree of the hazard, whether internal or external, and whether the shielding is likely to be disrupted by fire, also should be made known to the fire department.

Since the AEC notifies one or more departments of the state government of each recipient of AEC-produced isotopes, the local fire department can obtain information relative to the general location of all isotopes from the state. It may be necessary for the city, if the state does not already do so, to require users of other radioactive materials, such as radium, to register. Radioactive materials are most likely to be found in atomic power plants, universities, doctors' offices, hospitals, industrial laboratories and plants, and transportation facilities.

Fire-resistant signs should be used to mark buildings and containers which house radioactive materials. Fire departments should have film badges or pocket ionization chambers, which measure the amount of external radiation received by an individual, available for use by firemen. Provision should be made for the decontamination of exposed protective clothing and equipment, possibly on a contract basis with a commercial decontamination firm.

Local fire departments should inaugurate radiological fire training programs. The AEC conducts three-day instructors' courses primarily for firemen; each fire department should have a full-time radiation fire specialist who is a graduate of this course. Familiarization inspections should be carried on by fire inspectors—perhaps in conjunction with AEC and/or state inspectors. A security clearance would have to be obtained for the fire chief and inspectors if an atomic plant is engaged in secret activities.

* * *

The police department must be prepared with trained personnel and equipment to close off areas that are contaminated as the result of accidents involving radioactive materials and must work closely with the fire department if a radiological fire occurs.

The AEC uses regular commercial channels, such as air express, railway express and the United States mail, to ship its isotopes. If a truck carrying such materials is involved in an accident which results in their spillage, the local police must be able to determine the size of the area to be sealed off and how traffic

is to be rerouted. Other questions that the police must answer include: Can the highway be decontaminated? Can through-traffic be permitted if the spilt material contains only low level radiation?

In the event of an express accident and the destruction of labels, heavy packages or large quantities of lead should be a warning that radioactive materials probably are present. Lead is so heavy and inexpensive that it ordinarily would not be shipped express. A radiation monitor should be available to the police; a monitoring service could be contracted for with a hospital, university, civil defense agency or an industrial user of radioisotopes.

The police department is the local lost-and-found department. It is probable that lost radioactive material will be reported to the police and that radioactive material may be found before it has been reported lost; the proper handling of such material is important. The finder must be monitored to ensure that he was not contaminated and that he did not spread contamination.

The traffic engineering department must work closely with the civil defense agency, fire and police departments in determining how traffic should be rerouted if a highway becomes contaminated. Perhaps the highway routes over which radioactive materials can be transported should be restricted and traffic diversion plans prepared in the event of a radioactive accident on these highways. The Port of New York Authority, for example, regulates the transportation of nuclear materials through its tunnels.

Another consideration is whether

the local fire and police departments should be notified in advance of the shipment of at least high-level radioactive materials. Article 175 of the New York City health code provides: "When a radiation source which may involve a high degree of hazard in the event of an accident is to be transported into, within, through or out of the city, the shipper, at least two weeks prior to such shipment, shall first notify the department of date of shipment, type and quantity of radiation source involved, method of transportation, route, starting point, destination and such other information as the department may require."

* * *

Local public health departments are charged with the duty of protecting the health of all local citizens. They must be concerned with preventing radiation disease and with providing remedial action and facilities if symptoms appear.

Trained public health radiologists must be available even though radioactive materials are not used within the community. Radiation is not restrained by artificially drawn political boundaries: the winds can carry it for a considerable distance and a transportation accident could spread contamination within the community.

Public health departments must constantly monitor the air and the municipal water supply to ensure that they have not been contaminated by radiation. Particular attention should be given to the air in and discharged by laboratories using radioactive materials. The quantity of radioactive strontium 90 in milk must be kept under close surveil-

lance and food must be inspected for contamination. Food preservation by irradiation is increasing. The New York City health code forbids the sale of food "intentionally exposed to ionizing radiation unless, upon application, the commissioner approves the radiation of such food."

Buildings where radioactive materials are stored or used must be inspected regularly and monitored to ensure compliance with safety standards. To date, most users of such materials have been highly trained with the result that hazards have been held to a minimum. In the future, however, radioisotopes will be used by individuals, especially in industry, who are not as highly trained. Consequently, the danger of exposure will increase.

Municipal health departments are likely to be faced with the following questions: Should well equipped and staffed nuclear installations such as those at universities be permitted to handle the problem of radiation control on the ground that they have more qualified personnel than the city? Should the health department be prepared to provide emergency medical treatment for those exposed accidentally to radiation? If the answer is yes, how extensive should these facilities be?

The medical use of radioisotopes is increasing; hence the health department must work closely with hospitals using them. If there is a city hospital, should it be provided with facilities for the use of radioisotopes?

Many health departments have been concerned for a number of years with non-radioactive sources

of ionizing radiation such as x-ray machines used by dentists and medical doctors. The increased use of accelerators raises the question of whether ionizing machines should be inspected. Effective February 15, 1958, the New York City board of health adopted a regulation that permits only dentists, osteopaths, physicians, podiatrists and their authorized agents to "apply ionizing radiation" to human beings. The sale of x-ray units or fluoroscopes to other than such individuals is prohibited. The regulation does not apply to the industrial use of radiation.

The New York City board of health on March 19, 1958, adopted a regulation which required all users of radiation to register by October 1, 1958, and to designate a qualified radiation safety officer.

* * *

The municipal water department must exercise caution to ensure that reservoirs are not contaminated and must have an emergency source of water available in the event of contamination. Cities might consider the possibility of drilling wells and keeping them on a standby basis for emergencies.

One of the most difficult problems presented by the increased use of atomic energy is that of the disposal of radioactive wastes. Should such wastes be permitted to enter the sewerage disposal system? If some radioactive waste disposal is allowed, what types and quantities should be permitted? Should the period of discharge be limited? Would new facilities have to be installed in the disposal plant to handle radioactive wastes? Should

the discharge of these wastes into streams be permitted? Should incineration of radioactive wastes be permitted? Should disposal of radioactive wastes by land burial be permitted? Would seepage from the land burial contaminate the soil and underground water supplies? Who should supervise the disposal of radioactive wastes?

Cities will be faced with the question of determining whether it is their responsibility to include provisions in their building codes dealing with the construction of nuclear installations such as power reactors. A related question is that of whether buildings containing nuclear facilities should be inspected by municipal building inspectors.

George T. Frompton has written: "If the AEC has determined, for example, what composition or thickness is required in a certain pipe carrying radioactive wastes in order to keep the exposure level of an employee below a stated number of rems per week, why should a more lenient plumbing code addressed to this problem be permitted to prevail in a lax state and why should a more severe one prevail in a more zealous state? The more lenient regulations could defeat the federal program of protection. The more severe regulations could defeat the federal program of development."¹

The planning board and/or department will be concerned with the location of nuclear installations. Should special zones be established for nuclear facilities? Should certain types of nuclear activities be pro-

hibited in densely populated areas? It is probable that the future will witness the development of nuclear industrial parks. Should the zoning ordinance contain special provisions relative to such parks? The zoning regulations of the town of Portland, Connecticut, prohibit "the storage, temporary or otherwise, packaging or disposal of any fissionable or radioactive materials or by-products" but do not "prohibit the operation of any business or manufacturing activity which may result in the creation of such material or by-product."

There appears to be no sound reason for restricting the industrial use of radioisotopes in areas zoned for industry. The most hazardous atomic operations are carried on in AEC-owned installations in sparsely populated areas. The hazards in the industrial use of radioisotopes are similar to hazards encountered in standard industrial processes.

* * *

Radioactive materials, because of their inherent instability, are perishable goods; the half life of an isotope such as sodium-24 is approximately ten hours, whereas the half life of carbon-14 is 5,760 years. The shortest-lived isotopes of necessity are transported by air if their destination is a considerable distance from the shipping point. Although accidents involving radioactive materials at airports should be few in number and of a minor nature, it is important that each airport have a qualified official who could evaluate the seriousness of a spill or breakage of such materials, initiate corrective action, and decide whether special assistance is needed.

¹ "Radiation Exposure—The Need for a National Policy." *Stanford Law Review*. December 1957, page 26.

A local port authority must also be equipped to deal with radioactive incidents since the volume and variety of radioactive materials handled by ports is increasing. Furthermore, the number of nuclear powered vessels will increase in the next decade and port authorities must have competent personnel to inspect vessels to ensure that they are following safety regulations to protect the passengers and crew and prevent the contamination of the port.

The following is suggestive of other municipal departments and officials who may be affected by the increased use of atomic energy. Some will have only a fringe interest.

The school department will be called upon to expand its role of public atomic education. There is a considerable lack of understanding of atomic energy and fear of radioactive contamination is readily generated. The increased use of radioisotopes will necessitate the training of nuclear technicians. Public trade schools can play an important role in this effort.

As nuclear power becomes more competitive with conventional power, cities will be investigating the desirability of constructing and operating municipal nuclear power plants. The city of Piqua, Ohio, for example, is constructing under the AEC demonstration program an 11,400-kw organic moderated reactor which is scheduled to go into operation in 1961.

The city solicitor will be involved in legal questions associated with the increased use of atomic energy. What is the liability of the city if radiation damage is caused by the

municipally-owned nuclear power plant?

The local commission or public official who handles insurance for the city will be concerned with the amount and type of insurance needed to protect adequately the city from suit arising from a nuclear accident involving municipal personnel. If a city has a nuclear power plant and/or uses radioisotopes in a city-owned hospital, adequate insurance will be needed to protect the city against suit.

* * *

The personnel department must be prepared to hire technicians needed by a municipal nuclear power plant and by various other departments who need skilled nuclear personnel. Special tests must be prepared and administered. The personnel department may decide to organize training programs for employees who work with atomic energy. Such programs might be carried on in cooperation with the AEC and the state government. The personnel department also will be concerned with workmen's compensation as the result of the exposure of city employees to radiation. Municipal employees who have been exposed should receive some compensation even though the disability does not reveal itself for a number of years.

The purchasing department will have to acquaint itself with the nuclear equipment and supplies needed by various city departments and officials.

The board of assessors will be faced with the problem of determining the valuation of private nu-

(Continued on page 192)

The Rebirth of Kiel

City's destruction in World War II a blessing in disguise in giving it opportunity to plan anew.

By THOMAS GREENE*

WORLD WAR II brought about the destruction of cities of all description in the belligerent European countries. To many observers in 1945 it seemed that Europe would never recover; to others, however, the holocaust appeared to be an unparalleled planning opportunity. Kiel, Germany, made relatively good use of the opportunities presented by its destruction; indeed, Kiel defied a negative verdict which countless planners and economists gave it in 1945.

Kiel was founded in 1224 and for a long time was one of the most important colonial cities in the duchy of Holstein. After a period of decline in the late Middle Ages, the city experienced new prosperity in the eighteenth and nineteenth centuries—in the eighteenth, when the city was made a royal residence, and in the late nineteenth, when it became the site of one of the most important naval establishments of the German Reich.

Kiel grew with little organized planning. Profit and whirlwind industrial expansion were the dominant themes of the city's growth between 1871 and 1914. After a

period of decline in the years immediately following World War I, Kiel again experienced prosperity as a Nazi naval port. In 1939 population had risen to an estimated 280,000.

Like most large German cities, Kiel was flattened during the war. Ninety raids left the city in ruins. Its center was almost totally destroyed and population had fallen to 135,000 in 1945. This destruction can be divided into three distinct areas: whole blocks of ruins in the business center of the city and along the harbor; smaller isolated areas of ruins, usually in zones of mixed industry and housing and, finally, gaps in building fronts created by the destruction of one or two houses in a block, characteristic of damage further out from the center. This consideration of the reconstruction of Kiel will be confined to the center of the city.

Physical destruction was only one of the many problems confronting the city after the war. Thousands of refugees poured into it from the east. Some of the industries were dismantled. With the separation of the Russian zone from the rest of Germany, some of Kiel's economic hinterland in Mecklenburg was cut off. Because of the destruction of the navy, of two large shipyards and of many factories Kiel lost its economic base.

How did reconstruction start? At

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its first sitting on December 13, 1945, the appointed city council approved an administrative statute for Kiel and considered general planning for the city. In 1945 Planning Director Herbert Jensen created a special section in the city planning office to coordinate building requests with permits to build. In 1945 and 1946 effort concentrated on emergency repairs and on rubble clearance.

The first general discussion of all plans for clearance and construction took place in the city council meeting of April 1946. On May 29 of the same year the council approved in principle a general building plan, a land use plan for all the city. This proposed widened streets in the downtown area. Competing land uses were to be more clearly separated one from another than had been the case before the war. In the same meeting were outlined emergency measures and priority lists for building.

In March 1947 the city council decided, on the recommendation of its building committee, to hold a contest for redesigning the center of Kiel. Many architects submitted entries. After the close of the contest in February 1948, committees of the city council reviewed all entries with great care. A planning jury, consisting of members of the city planning office and some architects from outside the municipal organizations, came to a decision in April 1948.

What changes in the downtown area were projected in the composite plan for Kiel? The contest resulted in the decision to slash a new street from the railway station, on the periphery of the downtown section, through a built-up section of Kiel to the business district. Planners also

decided to ban motorized traffic from the principal shopping street.

Kiel was fortunate in having planning and reconstruction leaders who were not discouraged by the enormity of their task. In 1946-50, by making many public speeches and by creating popular slogans to generate enthusiasm in the residents, Mayor Andreas Gayk started reconstruction from almost nothing. Gayk convinced countless property owners of the importance of the new plans and even got some to give up land without compensation. Indeed, it can almost be said that he is responsible for getting the reconstruction process off on the right foot.

* * *

What general principles guided planning in Kiel? According to Planning Director Jensen, a city should be made more livable:

(1) By dividing the built-up areas into various units, separated one from another by green belts. Through Jensen's leadership green belts were projected through the center of the city. The planned density of population in the center is consequently less than before the war.

(2) By creating better and straighter streets in order to prevent traffic congestion. The traffic arteries in the new Kiel form a marked contrast with those of the prewar city. New, broader streets allow traffic to get to the center of the city with a minimum of delay. Through traffic is kept out of the business district.

(3) By arranging the geographical layout of the city to use to fullest advantage techniques of modern city planning and to take advantage of the city's natural surroundings. Grad-

ual move of the ecological center of the city from the old market place toward the railway station is taken into account with the creation of a pedestrian shopping center. Parks both in the center of the city and further out along the shores of the long harbor set off the city's unusually attractive natural location.

The Schleswig-Holstein Reconstruction Law of May 21, 1949, has been the most important legal tool of the planners in Kiel. Here, for the first time, municipalities were given many important powers to prepare and complete reconstruction plans. The law covers the reconstruction of destroyed communities and the remodeling, extension or new construction of buildings in the municipalities of Schleswig-Holstein. Before utilizing its provisions a city must be declared a special reconstruction area and must prepare a general land-use plan. The reconstruction area may be put under a construction freeze for a period of up to five years. This provision was a great help in rebuilding Kiel.

Chapter III of the reconstruction law contains measures for replotting property holdings in order to facilitate reconstruction. If plans necessitate taking individually owned land for community use, the owner is adequately compensated. Replotting, so far as possible, is done with the aim of giving property owners new lots in the same district as their former holdings. Shortly after the war Kiel set up an independent replotting committee to handle such matters.

The procedures for replotting in Schleswig-Holstein are somewhat less complicated than those in many other

German states and Kiel has used them in connection with many individual reconstruction projects. The reconstruction law gives the city an option to buy land; Kiel has thereby checked land speculation that might have made planning almost impossible. In sum, there is no doubt that the reconstruction law has greatly simplified the task of the planners.

* * *

Soon after the passage of the reconstruction law, a detailed plan was prepared for downtown Kiel, incorporating ideas from the general building plan of 1946 and from the reconstruction contest entries. In October 1949 the city council declared the city a reconstruction area and put a building freeze into effect. The decision to restrict the detailed plan to the center of the city was motivated largely by economy. The planning director did not see any point in having his staff work out plans for many outlying areas where changes in the layout were not great, areas which had been included anyway in the 1946 general building plan. The reconstruction plan was duly approved and buildings have slowly filled in most of the devastated downtown area.

It should be noted that planning was by no means limited to the area included in the reconstruction program. All plans were coordinated with those of adjacent communities. Since the plans of all municipalities in Schleswig-Holstein have needed the approval of one of the *Land* ministries, they could be coordinated at this level.

The importance of planning early in the game, even before reconstruction could begin, stands out as the

key in postwar Kiel. When the final reconstruction plan for downtown was approved in 1949, many other German cities were still groping for programs. When reconstruction did begin, after some delays because of the financial straits of the city, it fell into a clearly demarcated pattern. Kiel's leaders were convinced that a reconstruction program spread over a number of years could succeed as well as one for immediate reconstruction.

According to many preconceived ideas of which cities should have been able to plan and rebuild after the war, Kiel should have been as unsuccessful as any. The existence of relatively undamaged underground utility lines, whose value was great when compared with the above-ground destruction, might have dictated reconstruction on old street lines. In Kiel, however, the planners did not confuse inability to pay for reconstruction immediately with the essential demarcation of building lines so as to allow planned reconstruction to be completed over a number of years. Planning early developed a momentum that has carried the city through many difficulties. Thus has it made good use of the opportunities presented by wartime destruction.

CITIES VERSUS ATOMS

(Continued from page 188)

clear installations. Should the AEC subsidy be excluded from the valuation of a reactor? How should depreciation be calculated? The construction of a major privately-owned nuclear facility can help to lower the local tax rate. For example, the construction of an atomic power

plant by the Yankee Atomic Electric Company in the small community of Rowe, Massachusetts, lowered the tax rate in 1960 from \$63 to \$24. The increased construction of nuclear facilities by the federal government will increase pressure for federal payments in lieu of local property taxes.

If there is a city industrial development commission, it may investigate the possibility of the establishment of a nuclear industrial park, the attraction of nuclear industries to the city, and the promotion of the industrial use of radioisotopes. Radioisotopes already have demonstrated their value in terms of cost reduction and quality control.

The budget bureau or officer will be concerned with obtaining funds to hire trained specialists, purchase the necessary equipment and finance the training of city employees.

The municipal public information office will be faced with the necessity of keeping the public fully informed of nuclear developments within the city and reassuring the public that adequate safety measures have been taken.

Cities have a heavy responsibility to protect their citizens against radiation hazards. To carry out this responsibility they must inform themselves of the municipal problems created by atomic energy. A clearer definition of municipal responsibilities in the atomic field is needed and such a definition can be provided only by the federal and state governments. A need exists in some states for greater state leadership in alerting cities to atomic problems.

News in Review

City, State and Nation

H. M. Olmsted, Editor

Reorganization Proposed in Calif.

Governor Sends Plan To State Legislature

GOVERNOR Edmund G. Brown of California, in a special message to the legislature in February, submitted a sweeping plan of administrative reorganization, based on studies made by special committees during the last two years.¹ The governor stated:

"Today our state government consists of approximately 360 boards, commissions and agencies. Haphazardly arranged and with little interconnection, even when they deal with very little subject matter, each is supposed to report directly to the governor. No modern corporation would put up with the present system of the state of California for an instant."

The governor proposes establishment of eight comprehensive state agencies or departments to take over most of the existing ones; each of the eight would have a well paid director or administrator reporting to the governor. The initial changes would not be expected to upset the internal structure of existing departments unduly.

A constitutional amendment is proposed, to give the governor power to reorganize the executive branch under plans that would become effective unless the legislature chose to annul them.

Four of the new agencies, first to be created, would consolidate or coordinate existing agencies as follows:

Transportation Agency—Departments of Public Works, Motor Vehicles and Highway Patrol;

Agriculture and Resources Agency—

Departments of Agriculture, Fish and Game, Water Resources and Natural Resources;

Health and Welfare Agency—Departments of Social Welfare, Public Health and Mental Hygiene;

Youth and Adult Corrections Agency—Department of Corrections and State Youth Authority.

Other recommendations are:

That the supervision of investment of state funds, now handled jointly by the Department of Finance and the treasurer, be given to the latter officer;

That the audits division of the Department of Finance be transferred to the controller;

That the findings of independent hearing officers of the Division of Administrative Procedure be given greater weight and that some departments with their own hearing officers be required to use those of the Division of Administrative Procedures—the latter, now in the Department of Professional and Vocational Standards, would be transferred to the Department of Finance;

That the standards for licensing be reviewed;

Abolition of various unnecessary boards and commissions.

The governor is deferring recommendations as to a revenue agency and certain others.

Constitution Revision

The California Assembly Interim Committee on Constitutional Amendments has concluded, in its final report, that the state constitution is in need of fundamental revision as to both substance and form, but it favors gradual and piecemeal amendment rather than a constitutional convention.

The committee proposed preparation and submission to the people in the next

¹ See the REVIEW, July 1960, page 369.

year or two of three amendments, one to delete obsolete matter, one to revise the judicial article and one to permit the legislature to submit an entire revision, which has been prohibited by court interpretation of present constitutional provisions.

Revision of the judicial article would delete obsolete and inconsistent provisions, eliminate detailed procedural provisions, vest complete rule-making authority in the Judicial Council and require that all judicial appointments be subject to approval of the Commission on Judicial Appointments.

The committee also suggested that the legislature consider, as a possible means of facilitating constitutional simplification, the creation of an organic law code to which might be transferred certain provisions of the present constitution that are of a statutory character.

A bill to create a California Constitutional Review Commission has been introduced in the Assembly by Carlos Bee, speaker pro tempore, with the co-sponsorship of 59 assemblymen. The commission would study the problems of government as affected by the constitution and report its recommendations in 1963. This is a measure that has been advocated by the League of Women Voters of California. The commission would consist of five assemblymen, five senators and five appointees of the governor.

Changes Recommended For W. Va. Constitution

The West Virginia Commission on Constitutional Revision has issued a third report to the governor and the legislature,¹ recommending substantial revisions of three articles of the state constitution concerning the executive, the judiciary and county organization respectively. It was urged that the revised articles, if

approved by the legislature, be submitted to the people at a general election other than one at which many offices provided for by the present constitution would be filled inasmuch as the proposals would make certain of such offices appointive instead of elective. It is not contemplated that any constitutional officer would be deprived of any part of the term for which he was chosen. Submission of the proposal to the electorate might occur in November 1962.

The commission was organized in September 1957 and has heretofore made two progress reports. Three proposed constitutional amendments, affecting the preamble, the amending process and continuity of government, were approved at the polls in November 1960.²

The proposed executive article would make the governor the chief executive whereas now he shares executive powers with other members of the Board of Public Works. He could serve for two consecutive four-year terms, after which he would be ineligible for the next four years. The other elective officers would be the attorney general and the state auditor; the secretary of state, the treasurer and the commissioner of agriculture, now elected, would become appointive. (There is no lieutenant governor; the order of succession in event of a vacancy in the office of governor consists of the president of the Senate, the speaker of the House and such other officers as may be provided by law.) Disability of the governor, making him unable to perform his duties, would be determined by the Supreme Court on petition of one-third of the members of each house of the legislature. The veto power of the governor, which may be overridden by a bare majority, would require a two-thirds vote in each house to override.

Except for the offices of attorney general and auditor and the governing boards

¹ *Senate Journal*, West Virginia Legislature, Charleston, January 12, 1961, 43 pages.

² See the *REVIEW*, December 1960, page 612.

of institutions of higher education, there would be not more than twenty executive departments, the heads of which would be appointed by the governor with Senate approval. The legislature would be required to allocate the existing 80-odd departments, boards, bureaus and other agencies to the twenty (or less) departments. An executive budget would be prescribed.

The judiciary article would unify the system of state courts under the general supervision of the Supreme Court of Appeals, the chief justice of which would be the administrative head of all the courts. He could be authorized by the court to appoint an administrative director. The Supreme Court of Appeals would continue to have five members, including the chief justice (selected on a seniority basis), but the legislature could increase the number to seven. The judges' term would be twelve years. The legislature would establish in each county a people's court of limited jurisdiction; after a date to be designated in the article the jurisdiction of justices of the peace would be transferred to these courts. Officers of courts of limited jurisdiction would, after a certain date, receive salaries but no fees.

Judges of the Supreme Court of Appeals and of circuit courts would continue to be nominated and elected as at present but the legislature would be authorized to provide for their selection in some other manner. It would also determine the mode of selection of people's court judges.

The article on county organization changes the name of the county's governing body from county court to board of county commissioners and provides for no other constitutional county officers. The legislature would be directed to provide for not less than three complete forms of county organization and government, one of which must be either a county manager or county executive form. Any county could keep its exist-

ing form or could, by popular vote, adopt one of the forms so provided. Home rule could be permitted to the extent that the legislature might authorize. No new counties could be formed except by consolidation of existing counties. City and county governments could be merged into one consolidated government with one set of officers.

Suggest Amendments For N. Y. Constitution

In New York State the Temporary Commission on the Revision and Simplification of the Constitution has submitted to the governor and the legislature its second set of recommendations for revising the state constitution.

The commission is headed by David W. Peck, former Appellate Division justice. Its staff is directed by John E. Bebout. Much of its time since the prior report (December 31, 1959)¹ was devoted to the effort to simplify, including excision of obsolete and unnecessary provisions and a special study of three complex interrelated fiscal articles—local finance, state finance and housing—which contain almost 13,000 words or more than one-fourth of the whole constitution. Attention was concentrated on local finance without, however, developing a completely revised article for submission to the legislature.

Five of six constitutional amendments submitted by the commission to the 1960 legislature received first passage there and have been introduced in the 1961 session for second passage. These relate to revisions of the articles on defense, public officers and suffrage, a simplification of the description of senate districts and a group of excisions. A proposed amendment dealing with private corporations passed in the Assembly but not in the Senate.

¹ See the REVIEW, February 1960, page 83.

Specific constitutional amendments proposed to the legislature include clarification of the provisions for gubernatorial succession and permission for the legislature to provide for succession beyond the present designation of lieutenant governor, the temporary president of the Senate and the speaker of the Assembly. Specific salary provisions for the governor and lieutenant governor are eliminated, the legislature to have the power to fix the salaries of these and other constitutional officers, not to be increased or diminished during the terms for which the officers are elected.

Obsolete provisions recommended for excision include the article dealing with canals (the legislature would be given the powers and responsibilities contained therein), specific directions as to methods of determining "just compensation" in condemnation proceedings, provisions as to street railways, and certain other language now deemed unnecessary.

In connection with the local finance article, tentative suggestions for revision were made, representing a reduction from 6,500 words to about one-fourth as many. The report outlines six basic principles for a modernized local finance article, and proposes possible constitutional text to cover them. It is suggested that most of the additional matters now dealt with in the article could be most appropriately covered in the future by statute.

The commission states its belief that the provisions it outlines would: "(1) Constitute a clear directive to the legislature to use its power of regulation for the progressive improvement of local fiscal management and to maintain adequate administrative facilities for fact-finding and assistance to local governments in the formulation of sound fiscal policies; (2) eliminate any doubt about the ability of any existing local units, subject to law, to cooperate fully in providing joint or common facilities and services; and (3) reduce both the number and complexity of amendments to the

local finance article that might hereafter be submitted to the people."

Reorganization Proposals Made for North Carolina

The fourth Commission on Reorganization of State Government, a nine-member group appointed by former Governor Luther H. Hodges, has submitted to Governor Terry Sanford and the 1961 legislature eleven reports¹ containing a total of 33 recommendations, most of which call for legislative action. Like prior commissions² it had as its research staff the Institute of Government of the University of North Carolina. The nature of the reports, which were prepared by subcommittees and were approved by the commission, is presented briefly here.

1. *Succession to Elective Executive Officers and Disability of Officers.* The legislature would be empowered by constitutional amendment to prescribe what offices, after the lieutenant governor, would be in the line of succession to the governorship in case of the death or disability of the governor. At present the line of succession consists only of the lieutenant governor and the president of the Senate. To overcome the lack of provision for determining when the governor is unable to function, the legislature would be authorized to determine such fact by two-thirds vote; it could find by majority vote that his capacity is restored. If the legislature were not in session, a majority of the seven-member Council of State could convene it for the limited purpose of passing upon the governor's ability to function.

¹ *Reports of the 1959-1961 (North Carolina) Commission on Reorganization of State Government*, Raleigh, 1960, 150 pages.

² See the NATIONAL MUNICIPAL REVIEW, May 1955, page 253; October 1955, page 471; April 1957, page 196; and the NATIONAL CIVIC REVIEW, May 1959, page 248; November 1959, page 527.

The governor could also, if physically incapacitated, temporarily withdraw from office by written notice to the secretary of state and could resume office in the same way. His authority to appoint an acting successor to any of the eight elective officers (other than governor and lieutenant governor) would be clarified by authorization for the legislature to provide a method for determining when any such officer is incapacitated.

2. *State Printing.* The Department of Administration would be given the statutory duty to prescribe the format, manner of reproduction and quantity of state publications and, in the case of annual or biennial reports of state agencies, their scope. The governor and the attorney general now have such power and have in fact delegated it to the Department of Administration.

3. *The North Carolina Museum of Art.* Now governed by a board chosen by the State Art Society, a private organization, the museum would be under a new eleven-member board of trustees, most of them appointed by the governor. Operation of the museum is at present chiefly paid for by the state, which has also contributed for art works.

4. *The General Assembly.* The legislature would be given somewhat more research assistance by the Institute of Government, and a small legislative library would be provided. Public bills introduced by legislators would be photoduplicated instead of printed as at present.

5. *Heritage Square.* A center with this name would be established in Raleigh to include eventually buildings for the Department of Archives and History, the State Library, the Museum of Art and the State Museum of Natural History. A temporary nine-member Heritage Square Commission would be appointed by the governor.

6. *State Capital Planning Commission.* A temporary nine-member body with this name would be appointed by the governor to develop a policy and program for

the location, grouping and nature of state buildings in Raleigh for current and long-range consideration.

7. *Commercial Fisheries.* A study of the need for a Commercial Fisheries Commission, directed by the 1959 legislature, resulted in a finding that there was insufficient justification for such a body but that the Division of Commercial Fisheries, in the Department of Conservation and Development, should be enabled to render greater service to the industry.

8. *State Ports Authority.* This nine-member board would be placed on a staggered basis of appointment by the governor, with six-year instead of four-year terms, three expiring every second year.

9. *Agricultural Marketing.* The legislature was asked to consider establishment of terminal markets.

10. *State Farming Operations.* Farming operations at four state institutions would be discontinued and a continuing study made of other state farming operations so that such farms not now serving the public interest could be discontinued.

11. *Community Mental Health Clinics.* An interagency Committee on Mental Health would be created to help coordinate policies and programs and make the best use of available resources, and to make recommendations as to changes needed in the organization and administration of the mental health program of the state.

New Hampshire Governor Would Merge Agencies

Governor Wesley Powell of New Hampshire has sent a reorganization plan to the legislature which, according to the Council of State Governments, involves mergers and consolidations that would reduce the state's 63 agencies to twenty unified departments.

Three new agencies would absorb various existing ones. A Department of Safety would take in the State Police, Motor Vehicle Department, State Fire

Marshal's office and the Public Utilities Commission's division that supervises navigation and boat and motor carrier registration. A Department of Health and Welfare would include the Health Department, Welfare Department, State Hospital and other state institutions. A Department of Resources and Economic Development would merge the Planning and Development Commission, Forestry and Recreation Commission, Fish and Game Commission and Water Resources Board.

Revision of Pennsylvania Constitution Proposed

Hearings have been held in different parts of the state on a Pennsylvania Senate bill to place the question of calling a constitutional convention before the voters in November. The convention, if authorized, would meet in January 1962 and conclude its sessions by February 1, 1963; it would submit either a new constitution or amendments to the existing 1874 constitution, which has been amended 61 times.

A proposed amendment to permit a governor (except the present one) to be re-elected for one additional term—now forbidden—has received second legislative approval and will be submitted to popular vote in November.

Automatic Apportionment Proposed for New Jersey

Following the eleventh-hour action of the New Jersey legislature in adopting reapportionment of the Assembly¹ a Senate concurrent resolution was introduced, proposing a constitutional amendment that would require automatic reapportionment of the Assembly by the secretary of state after each decennial federal census. The reapportionment would be done by the method of equal proportions, using the counties as districts

(after allotting one assemblyman to each), as described in detail in the resolution.

The State Senate would still consist of one member from each of the 21 counties, thus not being subject to periodical reapportionment. It gives grossly disproportionate representation of the people of the state, so much so that the eleven smaller counties, with 19 per cent of the state's population (1960 census), elect a majority of the Senate.

Legislative Redistricting Studied in Virginia

Governor J. Lindsay Almond of Virginia has appointed a twenty-member commission to study the problems of districting for Congress and the state legislature in the light of the 1960 census. It includes ten legislators and ten business and professional leaders, each of the state's ten congressional districts being represented in each group.

As the state's congressional representation has not been changed by the 1960 census, the chief districting problem is with the State Senate and the House of Delegates, in view of population shifts in urban and suburban areas. The commission has been asked to report by November 20, well in advance of the 1962 legislative session.

A New Connecticut Problem—Non-Politics

Governor John N. Dempsey of Connecticut is reported to be hampered in his efforts to fill vacancies on state boards and commissions by the reluctance of many present members to declare their political affiliations.

A new state law that guarantees minority representation on such bodies¹ makes it necessary to make appointments on a party basis. The chief difficulty is stated to be with members of

¹ See the REVIEW, March 1961, page 142.

¹ See the REVIEW, October 1960, page 503.

professional commissions and boards of directors of state institutions and hospitals. Unless the political affiliations of present members can be determined, vacancies cannot be filled.

Montana Seeks Better Personnel Management

A governmental efficiency subcommittee of the Montana Legislative Council has submitted a report advocating creation of a state personnel department, according to *State Government News*. The new department would have jurisdiction over about 90 per cent of the state employees and would establish a personnel classification system and uniform pay scales. A personnel director appointed by the governor would head the department. A civil service law was adopted in Montana in 1953 but no appropriations to render it effective were made.

Interstate Agencies Hold Conference

More than 50 representatives of 22 interstate agencies dealing with a broad variety of functions met in conference in Chicago on February 2 and 3. The meeting was sponsored by the Council of State Governments, aided by the New York Joint Legislative Committee on Interstate Cooperation. Francis A. Pitkin, chairman of the Interstate Commission on the Delaware River Basin, was the conference chairman. The purpose of the meeting was to examine problems and procedures of interstate agencies and to review administrative experience of common interest.

Topics discussed included the relationship of interstate agencies with state and federal government, with emphasis on congressional consent procedure as to interstate compacts; the new Delaware River Basin compact;¹ the recent congressional investigation of the Port of New York Authority; the efforts in New

York State to provide organizational arrangements for integrating the state's participation in compacts into existing state organizational structure; and the need for better public information as to interstate agencies and their accomplishments.

The conference adopted a resolution authorizing the chairman to appoint a committee of five to consult and report on the desirability of and the possible form of a continuing forum in which interstate agencies could share their experiences and contribute to the solution of common problems.

Council-Manager Plan Developments

The International City Managers' Association announces the addition of several municipalities to its council-manager list which have not previously been noted in the REVIEW. The following adopted the council-manager plan prior to 1961: SIERRA VISTA, ARIZONA, (population 3,121); DORSET, VERMONT, (1,150); and WATAUGA, TENNESSEE, (1,000). The plan has been adopted by ordinance in SAN MARCOS (12,713) and MERCEDES (10,943), TEXAS.

The city council of HARTFORD, CONNECTICUT, has adopted a resolution calling for appointment of a fifteen-member commission to study possible changes in the council-manager charter that has been in effect since 1947. The nonpartisan feature of city elections is under attack.

In NORWALK, CONNECTICUT, a group called Citizens for Council-Manager has been formed for the purpose of impressing on the city council and the charter revision commission the desire and need for the council-manager plan. The charter commission is required to present a charter to the city council by May 5, following which there would be public hearings.

AMHERST, OHIO, rejected a proposed council-manager charter by a vote of 1,002 to 774 on January 17.

¹ See the REVIEW, March 1961, page 143.

In FAIRFIELD, OHIO, the city charter commission has drafted a council-manager charter, to be voted on at an election on April 25.

The charter commission of HILLIARD, OHIO, has voted eight to seven in favor of the council-manager plan. Such a charter was defeated by the voters two years ago.

LOVELAND, OHIO, voted 398 to 28 on February 8 to elect a city charter commission. It is to draft a council-manager charter to be voted on at a June 6 election.

In PULASKI, TENNESSEE, the board of aldermen rejected, four to two, a council-manager charter presented for its consideration by a group of attorneys which had been asked by the board to propose charter changes. The manager plan had been defeated at an election on January 10. The city attorney has been asked to prepare a strong-mayor charter.

The board of aldermen of RAYTOWN, MISSOURI, has approved appointment by the mayor of a committee of five to study the council-manager plan. The action was taken at the suggestion of the mayor.

PETERBOROUGH, ONTARIO, CANADA, has defeated a proposal to adopt the council-manager plan.

New York City to Have Charter Commission

The New York State legislature has passed a bill authorizing the mayor of any city to appoint a charter commission of nine to fifteen members. Its practical effect is to allow Mayor Robert F. Wagner of New York City to appoint such a commission, which can give consideration to the charter¹ drafted by the State Commission on Governmental Operations of the City of New York—the so-called Moore Commission—and submit that or a charter of its own to popular vote in

November. Public hearings are mandated. The bill was signed on March 9 by Governor Nelson A. Rockefeller, who cooperated with Mayor Wagner.

The New York City council, which had long refused to authorize a local charter commission, assailed the new law as a violation of home rule and a test in the courts is threatened. The law authorizes payment of the commission's expenses, such as for a staff, out of city funds even if not authorized by the council and the board of estimate, most members of which also oppose proposed charter changes.

Granby, Conn., Votes for Chief Administrative Officer

A new charter for the town of Granby, Connecticut, providing for a chief administrative officer to take over some of the duties of the first selectman, has been approved by a vote of 588 to 517. The three-member board of selectmen will be expanded to five.

Granby becomes the second of 99 towns in Connecticut with less than 10,000 population to have a chief administrative officer, the other being Avon.

Camden, N. J., Discards Commission Plan

Camden, New Jersey, voted February 21 to discard the commission plan of government in favor of a new mayor-council charter. The vote was 16,662 to 11,108. The city thus joins Newark, Jersey City and Hoboken, all in the same state, in abandoning the discredited commission plan.

Limited Annexation Tried By Two Texas Cities

Denison and Sherman, Texas, are experimenting with a form of limited annexation of adjoining rural areas.

The city limits its services in the area thus annexed to planning, zoning, subdivision control, and health and sanitation; the residents therein do not pay city

¹ See the REVIEW, March 1961, page 139.

taxes but are permitted to vote in municipal elections.

The city benefits by its control of the development of adjacent land. When the tract is built up and becomes a full part of the city, its land uses will conform to a plan devised for the city as a whole. The city obtains this control without the large expense that would be required to bring all urban services to the sparse settlements, which would have been legally required under full annexation.

Eight miles apart, Denison and Sherman split the territory between them. Sherman has staked out a future industrial site in its new area, Denison a residential section.

N. C. Supreme Court Upholds Annexation Law

A recent unanimous decision of the Supreme Court of North Carolina upholds a 1959 law providing a general and liberalized procedure for cities with populations of 5,000 or more to annex adjacent areas. As reported by *State Government News*, before annexation takes place certain findings of fact, subject to court review, must be made by a city as to the character of the area to be annexed, including population density. In addition the city must agree to furnish city utilities and services (fire and police protection) to the newly annexed area within a specified time. Superior Court judges are authorized to pass upon application of the law by the municipalities without sending the matter to a jury.

The Supreme Court decision said that sound urban development is essential to the continued economic development of the state and that municipal boundaries should be extended in accordance with legislative standards applicable throughout the state.

City Health Officers Form Organization

Municipal health officers of this country have recently established the United States Conference of City Health Officers, following months of informal discussion and planning by health officers of the nation's larger cities.

Establishment of the new organization was announced in January by its executive director, Harry R. Betters, who is also executive director of the United States Conference of Mayors. Mr. Betters stated that the group would receive full cooperation and assistance from the mayors' conference under a policy approved by the executive committee of the latter.

Municipalities League Formed in Massachusetts

The Massachusetts League of Cities and Towns was created at a meeting of municipal officials in Framingham, February 14. Mayor Philip J. Crowley of Everett was named acting chairman and Robert J. M. O'Hare, director of the Boston College Seminar Research Bureau, was designated acting executive director. A first annual meeting is scheduled for June, when permanent officers will be chosen.

The purposes are stated to include improvement of municipal government and administration and promotion of the general welfare of municipalities. The league is expected to be particularly active in connection with state legislation affecting cities and towns. It will also serve as a research agency, especially for the smaller communities. Dues ranging from \$25 to \$10,000 per annum have been set on a graduated schedule dependent on population.

Metropolitan Areas

William N. Cassella, Jr., Editor

Bay Area Ass'n Holds First Meeting

Planning, Park-Recreation, Transport Bodies Proposed

EDITOR'S NOTE.—The article below is condensed from *Public Affairs Report*, bulletin of the Bureau of Public Administration, University of California, Berkeley, February 1961.

GEOGRAPHY and historic circumstances have combined to make the San Francisco Bay Area one of the most complex metropolitan communities in the United States. With only 3.6 million people to Los Angeles County's six million, the San Francisco Bay Area has nine counties (instead of one), thirteen more cities than Los Angeles, nearly twice as many school districts and half again as many special districts of other kinds. Furthermore, the existence of the dominant central city of Los Angeles, with its 450 square-mile area and 2,500,000 population, provides an element of governmental cohesion which the Bay Area lacks—the largest city in the Bay Area covers 42 square miles and contains only 742,000 population.

The relative complexity of the Bay Area's governmental structure, and especially the absence of a single-county framework, has forced the area to experiment with a variety of regional and subregional governmental institutions. A list of the more important ones follows, with their dates of formation indicated: East Bay Municipal Utility District (1923), Golden Gate Bridge and Highway District (1928), East Bay Regional Park District (1934), San Francisco Bay Regional Water Pollution Control Board (1949—part of a statewide system of such boards), Bay Area Air Pollution Control District (1955), Alameda-Contra Costa Transit District (1956) and the

San Francisco Bay Area Rapid Transit District (1957).

Probably the most significant recent development relates not to the formation of a new metropolitan governmental unit as such but to the creation of a regional forum—the Association of Bay Area Governments [ABAG].¹ The association is essentially an agency for research, study and discussion of mutual problems. It is a voluntary association with legal status, having been formed by means of intergovernmental contracts under California's liberal Joint Exercise of Powers Act. All cities and counties in the area are eligible to join and to date six of the nine counties and 54 of the 84 cities have done so.

Patterned in some respects after the New York Metropolitan Regional Council, the association is governed by a general assembly which consists of one representative chosen by and from the governing body of each member city and county. City and county representatives vote separately, however, and a majority vote of each is required. Thus the assembly is essentially a "bicameral legislature meeting in a single room." A smaller executive committee will provide continuity and conduct the affairs of the association under policies established by the general assembly. The association will be financed by annual assessments made against all member governments on a population basis.

[The first meeting of the association's assembly was held February 24. A budget of \$17,000 for the remainder of the 1960-61 fiscal year and \$27,500 for 1961-62 was adopted. A staff headed by an executive director will be employed. As yet neither the city of Oakland nor of San Francisco has joined the association.]

¹ See the REVIEW, October 1960, page 491.

Although it is new and untried, the association holds great promise. It is not in itself a solution to any specific metropolitan area problem but it will provide necessary machinery for the development of common policy and agreed-upon solutions. The association has been criticized in some quarters because it can only study, discuss and recommend; it cannot itself do anything. Many observers consider, however, that this is precisely what the San Francisco Bay Area lacks and needs badly—a common meeting ground for its many general-purpose local governments.

* * *

Other developments involve proposals for regional agencies to handle planning, parks-recreation and transportation.

The proposal for a nine-county regional planning district is based on more than six years of work and study and on legislation introduced at the 1957 session.² The district board would consist of 34 members—26 councilmen and supervisors, plus eight citizens at large. The councilmen and supervisors would be appointed by each county's "city selection committee" (i.e., the conference of mayors) and board of supervisors, respectively. The purpose of the district would be to prepare, adopt and maintain a regional plan for the physical development of the Bay Area. While the plan would be advisory only, it would provide a framework and a guide for city and county planning efforts as well as for those of special districts and state and federal agencies operating in the area. The district would be financed by a property tax of not more than five mills per \$100 assessed valuation. The proposal calls for direct creation of the district by the state legislature.

A legislative proposal is being pre-

pared which would authorize formation of intercounty park and recreation districts comprising any five or more counties. While general in its terms, the proposal is highly relevant to the San Francisco Bay Area. Such a district could be formed through the adoption of ordinances by the boards of supervisors of the counties concerned. The governing board would be directly elected, or appointed by the boards of supervisors of the member counties (or a combination of the two), depending on the terms of the county ordinances creating the district. A property tax could be levied and general obligation bonds issued. The district would be empowered to acquire, develop and operate—within or without its territorial limits—any recreation center "which is designed to serve primarily residents of the district who live in counties other than the one in which the recreation center is located." The intent of this language appears to be simply that the district acquire only facilities that are truly regional.

The ad hoc Golden Gate Authority Commission has proposed creation of a permanent Golden Gate Transportation Commission which would be activated in a six-county area initially. The commission would be empowered to acquire, construct and operate bridge, airport and seaport facilities and to undertake related regional transportation services. The commission would consist of eighteen members, twelve of whom would be appointed by the county supervisors and by the city selection committees in each county. The twelve would be distributed among the counties roughly according to population. Two additional members would serve ex officio: a representative of the State Department of Public Works and a representative of the Golden Gate Bridge and Highway District. Finally, four members would be appointed by the governor—two from the West Bay Area and two from the East Bay Area. Elected local officials and members of regional

² Bay Area Federation of Planning Councils, *Regional Planning for the Bay Area: Proposed Regional Planning District Legislation* (1960), 21 pages.

governmental agencies would be eligible to serve concurrently on the commission.

The commission would take over policy-making, planning and revenues of all the toll bridges in the Bay Area, including the Golden Gate Bridge, but would leave maintenance and operation of the bridges to the State Department of Public Works. The agency would be empowered to negotiate for the acquisition of publicly owned seaports and airports in the area. The commission would not be given any power to tax, but would depend solely on bridge revenues and on revenues from the seaports and airports.

* * *

The proposal also calls for early or eventual merger of the Golden Gate Transportation Commission with the San Francisco Bay Area Rapid Transit District and recommends that study and investigation as to the most feasible means of effecting consolidation be a stated responsibility of the commission. The financial bases of the two systems of facilities would tend to be kept separate, however, even after the merger. The transit district would remain in legal existence as a taxing unit for rapid transit purposes only and the transportation commission would not assume taxing powers. Surplus funds could be transferred from one facility to another but certain restrictive language, necessitated by the commission's dependence on revenue bond financing rather than tax-supported financing, raises a question as to the level of assistance rapid transit would actually receive: "The . . . surplus funds which could be diverted to rapid transit uses . . . would be regulated by provisions in the [revenue] bond indentures and contracts governing . . . commission facilities."³

One of the key recommendations of the Governor's Commission on Metropolitan Area Problems is highly relevant to all

these proposals for metropolitan agencies in the Bay Area. The commission report calls for creation in each metropolitan area of a single, multipurpose area-wide district. The district would be responsible for regional planning and at least one additional function.⁴

Assembly Bill No. 267 now in the California legislature would partially implement this recommendation. The proposed law would permit one or more counties, or portions of one or more counties, to form a metropolitan area multipurpose district by area-wide election. The district would be governed by a council chosen by the county boards of supervisors from among their members and by the city selection committees from among mayors and city councilmen. The precise formula would vary with the number of counties included in the district.

The district would be empowered to perform one or more of the following functions when approved by the voters in an area-wide election: regional planning, air pollution control, water supply, sewage disposal, public transportation, metropolitan area parks, metropolitan administrative planning and coordination in local affairs, and any other metropolitan area-wide function assigned to the district by popular vote. The district would be authorized to levy property taxes and issue general obligation bonds.

Several fundamental issues are raised by the Bay Area proposals:

1. Does the Bay Area really need area-wide administration of the several functions envisioned by the proposals described above? In each instance the answer appears to be "yes." There is clear need for a regional planning agency and an advisory general plan to provide guidelines for activities of local planning commissions. Convincing arguments have been advanced for the unified development

³ California. Golden Gate Authority Commission, *Final Report*, 1961, part III, page 7 (mimeographed edition).

⁴ See the REVIEW, March 1961, page 149.

and management of airports and seaports in the Bay Area. Finally, the unflagging population growth and the rapidity with which open space is being used up argue strongly for a program of regional park, greenbelt and open space acquisition.

2. The grouping of facilities envisioned in the Golden Gate Transportation Commission proposal has been questioned because it would segregate the self-supporting and profit-making functions (primarily the toll bridges, which are consistent money-makers) from those facilities which require tax support (especially rapid transit). The suggestion by the Golden Gate Authority Commission that the San Francisco Bay Area Rapid Transit District and the proposed transportation commission be merged, and that transfer payments be made from the revenue-producing facilities to assist those facilities which are not fully self-supporting, is an important step in the right direction.

3. Can all the above-mentioned proposals be put together into one package and thus be reconciled with recommendations of the Governor's Commission on Metropolitan Area Problems that one single multipurpose district be created in each area and that no more separate districts be formed?

4. The issue of adequacy and responsibility of representation on area-wide governing boards has been raised by those not fully in sympathy with the constituent-unit representation principle or who question its use for the indefinite future.

5. Experience in the San Francisco Bay Area suggests that the legislature should create any area-wide agency directly and not rely solely on enabling legislation. The Bay Area Air Pollution Control District was established in this manner, as was the San Francisco Bay Area Rapid Transit District, and the nine-county regional water pollution control board. The Golden Gate Transportation Commission proposal also calls for creation of the agency by direct legisla-

tive act as does the San Francisco Bay Area Regional Planning District proposal. The extreme fragmentation of government which characterizes the Bay Area makes it exceedingly difficult, if not impossible, to establish an effective regional agency under voluntary, enabling legislation. If local option features permit individual communities to come in or stay out at will, the regional program would probably be riddled and thereby lost, because few areas will voluntarily come in if they know that other areas essential to a successful program can choose to stay out.

* * *

What are the chances for successful reconciliation of these various proposals and their accommodation within the framework of a single multipurpose district? It is difficult to say. Much thought and effort on the part of separate and distinct business, professional and other interest groups lie behind each proposal. And while each group is genuinely concerned with the future of the Bay Area, each also envisions different goals and ways of furthering the area's welfare. Certainly it will take much additional thought and negotiation to fit all the proposals into one mutually acceptable arrangement. The newly formed Association of Bay Area Governments provides an avenue and opportunity for study and negotiation which was not previously available.

It is possible that limitations of time will not permit a satisfactory compromise to be reached and legislation enacted during the current session of the California legislature. Even if this should be the case, however, the goal is such an important one for the long-term future of the San Francisco Bay Area that two more years of study and discussion would be a small price to pay for any significant chance of success.

If full reconciliation bringing all these proposals under the umbrella of a single agency is not possible, what is the alter-

native? It is, of course, separate creation of one or more of the agencies. If this is done, it would appear desirable for the legislation underlying each to be as nearly identical as possible. It is hoped, also, that the legislation would contain a statement regarding the desirability of future merger and outlining a simple method of accomplishing this. In any event, in order that the agency may effectively discharge its public functions, the legislation should provide for two essential characteristics of a local or regional government, namely, the power to tax, and a responsible governing body.

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Penn-Jersey Advisory Committee Formed

One hundred influential regional and county-wide organizations are forming a Civic Advisory Committee to help the Penn-Jersey Transportation Study determine what kind of general transportation program will best serve the needs of the entire nine-county Camden-Philadelphia-Trenton metropolitan region. Formation of the new committee marks the beginning of a new phase of PJ's three-year program. It also brings into being the monthly publication *PJ News*, whose function it is to keep the region's leaders of thought and action informed on each step taken toward the selection of a final, region-wide program.

Transportation not only serves communities, it also shapes communities. The kind of region-wide program adopted will doubtless expedite the movement of people and of goods. But, in addition, it will exert strong influences on the patterns of property development and land use which will subsequently take place throughout the region.

The question of the kind of program to adopt will therefore be of the greatest possible concern to all who live, travel,

earn their livelihood and bring up their families within the region.

During the coming year PJ will formulate a number of possible alternative region-wide transportation plans and programs. It will show what would be the effects of each set of transportation policies on the further growth and development of the region and its parts.

It is in the evaluation of these various alternatives that the Civic Advisory Committee will play its most essential role. Each of its member organizations represents an important interest in the welfare of the region as a whole or in the welfare of some substantial part of it. The committee will aid in transmitting to the public the issues which these alternatives involve. It will in turn transmit to PJ the reactions of the public to these issues. Through the activity of the Civic Advisory Committee, the public will become an active partner in the process of planning the kind of future environment in which the people of the region will live.

Such a procedure represents a bold departure from the traditional practice of many planning groups. It renounces all ivory tower concepts. But as Henry D. Harral, chairman of PJ's policy and executive committees, has pointed out, PJ's basic organizational structure has from the beginning represented a step forward in the art of democratic government.

PJ was officially launched in January 1959 through the signing of a contract which was in itself unique. Participants represented nine local and county governments, the state highway departments of New Jersey and Pennsylvania and the U. S. Bureau of Public Roads. The participating New Jersey counties are Burlington, Camden, Gloucester and Mercer. In Pennsylvania, the participants are the counties of Bucks, Chester, Delaware and Montgomery, and the city of Philadelphia.

PJ is directed by a Policy Committee

consisting of members representing each of these twelve governmental units. Each is in some degree responsible for transportation within the region. This original partnership of governmental units is now being broadened to include all principal agencies—public and private—concerned with transportation and patterns of land development and use within the region.

From *PJ News*, published by the Pennsylvania Transportation Study, Philadelphia, Vol. 1, No. 1, February 1961.

Twin-Cities Agency Issues Second Population Report

The Twin Cities Metropolitan Planning Commission has published as part of its series of comprehensive planning studies *Metropolitan Population Study, Part II: Numbers and Distribution*, St. Paul, February 1961, 53 pages.¹

This study presents to the residents of the Minneapolis-St. Paul metropolitan area an analysis of the 1960 federal census data. The report includes an evaluation of the commission's county and community population estimates made in 1958 and 1959. Using the same methodology employed in the earlier estimates, 1960 population estimates were prepared for the area's 205 municipalities. A comparison of the estimates and the 1960 census counts shows that the estimates were generally adequate despite several estimating problems and provide guidance for the preparation of future population estimates. Population projections for the years 1970 and 1980 are also included.

Among the study's conclusions is a call for a complete census count of the metropolitan area at least once between

each decennial federal census. The ideal suggested is a federal census every five years. A state census, metropolitan area census, or an expansion of the annual school census is suggested as another possibility.

Chicago Area Transportation Patterns Projected for 1980

The second volume of the three-part Chicago Area Transportation Study provides estimates of the amount, kind and location of travel likely to take place within the Chicago area in the year 1980 (*Data Projections*, Volume II, Chicago Area Transportation Study, Chicago, July 1960, 133 pages, illustrated).¹ Demographic forecasts, economic projections and prospective land use patterns were utilized in making the calculations of future travel. Probable future modes of travel and total travel demands were analyzed. The report contains a comprehensive appendix and charts and maps containing valuable statistical data.

Metropolitan Areas: A Vital Issue

The Center for Information on America has published another number in its *Vital Issues* series which will be of particular interest to groups studying urban problems, "Metropolitan Areas: Problem or Opportunity?" (February 1961, four pages, single copies 35 cents, bulk rates available on request to The Center, Washington, Connecticut). An earlier number of *Vital Issues*, "Urbanization: Blight or Blessing" (March 1958), is an excellent companion piece to the metropolitan areas number.

¹ See the REVIEW, October 1960, page 494.

¹ See the REVIEW, January 1961, page 39.

County Government**Samuel K. Gove, Editor**

Welfare, Highway Functions Analyzed

Study of Iowa Counties Suggests Improvements

PROFESSORS Donald E. Boles and Karl A. Fox of Iowa State University have made a significant contribution to the literature of Iowa local government with publication of *Welfare and Highway Functions of Iowa Counties: A Quantitative Analysis*.¹ Undertaken at the request of the research committee of the Iowa College-Community Research Center, the study focuses attention on the expenditures of Iowa county governments for two of their traditional functions—welfare and highways.

The welfare function is examined first and, after some brief historical observations, the intergovernmental relationships characteristic of categorical relief programs are analyzed. This is followed by a more extensive analysis of the relief and welfare programs administered exclusively by the county. These include: poor relief, soldiers' relief, county homes, county hospitals, mental health centers and public health nursing.

By means of the standard statistical method of regression analysis, data extracted from both the categorical programs and the programs of exclusive county administration are analyzed in an attempt to explain variations in expenditures among the several counties. These analyses generally indicate that fewer variations exist in the programs in which federal, state and county officials share the administration. In addition, they

reveal that a large percentage of the variations in the categorical programs can be explained by a small number of basic economic and social characteristics of the county's population, e.g., median income, percentage of rural farm population and percentage of elderly population.

On the other hand, such factors explained only a small percentage of the variations in county expenditures for those programs financed and administered exclusively at the county level. Hence, it is suggested that factors associated with the character of local administration are of major significance in explaining such variations. The authors conclude that, if administration of these programs is "an essentially random process" in Iowa, then additional study is needed to formulate concrete measures for their conduct.

Administration of the state's highway programs is considered in the second part of the study. Primary attention is given to the administration of the secondary road system, which includes farm-to-market and local secondary roads. The section contains considerable statistical data presented in charts, which illustrate the source of funds available for the various types of road programs and the scope of expenditures therefor, and maps, which illustrate the deviations of actual maintenance and construction costs among the several counties.

Within the narrow framework of the analysis, two major questions are considered: (1) The differences among the counties in expenditures for secondary road programs and (2) the factors to which the observed differences may be attributed. As could be presumed, equational analyses revealed considerable variations in both construction and maintenance costs. The readily observable factors, such as topography, population

¹ The study (190 pages) was published in 1961 and is a follow-up of an earlier study, *An Evaluation of Iowa County Government* by Donald E. Boles and Herbert C. Cook, published in 1959.

density and financial capacity, which explain a large percentage of cost variations for the primary road system, could explain little of the variations in expenditures for the secondary road program. Hence, the authors conclude that there is a strong presumption that the unexplained variation in costs for secondary roads "is primarily due to differences in factors under human control."

A chapter of summary and conclusions presents some recommendations for improving the administration of both these traditional functions. For the most part, however, these are retreads of proposals which are usually suggested for improving the administration of county government. These include, to name a few, better coordination among the agencies sharing in administration, consolidation of functions on a multicounty basis, reorganization of functional areas at the state level, better revenue and cost planning and improvement of community attitudes with respect to the significance of these county functions.

The work should provide some helpful guidelines for additional studies examining expenditures for other county functions.

TWILEY W. BARKER, JR.

Illinois Legislative Council

Establish Wisconsin Regional Plan Agency

A seven-county Southeastern Wisconsin Regional Planning Commission has been created by Governor Gaylord Nelson upon petition of the counties involved. The area under the jurisdiction of the commission includes Washington, Ozaukee, Milwaukee, Waukesha, Racine, Kenosha and Walworth Counties.

The formation of the commission was the result of a five-year effort by local citizens and newspapers. Local action had directed attention to the problems that could be met and solved only by regional cooperation and planning.

The statutory functions of the commission include preparation of an advisory master plan for the region with emphasis on physical development. Included will be:

1. A general land use plan that establishes principal land use configurations,
2. A related general transportation plan that treats all aspects of transportation from highways to port development to airport construction,
3. A public facilities plan that includes parks, water supply, sewerage, drainage, schools, hospitals and other facilities,
4. A natural resources program covering water, land, forests and wildlife,
5. A capital improvements program containing recommendations to appropriate governmental agencies about the timing and level of capital spending required to meet the general plan targets,
6. A program of sustained liaison and consultation with constituent local units to give the daily advice and information required in general plan implementation.

Flood prevention and flood plain zoning, highway and intersection location and zoning, provision of additional recreational facilities and increased industrial developments are among the most important problems to face the new commission.

A Change in the Role Of Rural Townships?

The general, nation-wide decrease in the importance and activity of the township has been reversed in a rural, east-central Illinois county where a function of county government has been transferred to the townships.

The board of supervisors of Cumberland County (1960 population, 9,936; area, 347 square miles) in 1959 turned over the maintenance of its 110 miles of county roads to the road commissioners of the county's eight townships. Dissatisfaction on the part of both members of the board and rural residents

along county roads as to the condition of the roads and the ability of the county department to maintain them prompted this action. Reportedly, county roads were in poorer shape than township roads of similar construction. In some cases roads maintained by the county were impassable for school buses in all but dry weather.

It is known that township road commissioners in a few other Illinois counties are also maintaining county roads. But, unlike the situation in Cumberland, they have been doing so since the development of county roads, or because the transfers of maintenance responsibilities from the county have not been recent.

Cumberland County's highway department was the specific target of the board's decision. While putting in an eight-hour day, the county crew spent less than eight hours in actual road work. Much time was taken up in moving equipment and men to remote parts of the county, in travelling to and from highway headquarters at the county seat and in preparing and obtaining materials for work. On several maintenance projects involving the cooperation of the county department and farmers on their neighborhood roads, the farmers complained of hauling more gravel per truck and doing more work than the county crew.

Now individual township supervisors—who are also members of the county board—say the condition of county roads has improved with better maintenance by the township road commissioners. While getting \$100 a mile annually from the county, the commissioners are spending more than that on the county roads in their areas, adding township funds for proper grading, oiling and other maintenance operations.

The key factor in the apparent success of the transfer is the local availability of township road commissioners and their interest in road maintenance. Township equipment is readily available and no long moves are necessary. And the road commissioners, all residents of the areas

of their maintenance work, are not restricted by the eight-hour day. Commissioners are prompted to work hard by a considerable amount of local contact with the road users and the necessity of facing an election every four years. The great interest in road conditions among rural residents is reflected in the frequently large numbers of voters who turn out for party caucus nominations and elections of road commissioners.

Transfer of the county roads to the townships in Cumberland is not saving the county as much money as originally expected. Two of the eight township road commissioners have refused to accept responsibility for county roads, thus requiring the keeping of a county crew for the maintenance of the roads in these two townships. The two commissioners complain they have too many miles of township roads—up to 96 miles apiece—to worry about county road maintenance and because of personal differences, they are not willing to accept the direction of the appointive county superintendent of highways.

But the hope of the supervisor who originally suggested the maintenance plan is that Cumberland can eventually eliminate its county highway department. The office of county superintendent of highways would still be maintained as required by state statute but the engineer filling this position would plan and supervise the work of the township road commissioners and not his own crew. The county could also save a great deal of money, explains the supervisor, by eliminating the upkeep of its road equipment. Sale of the equipment, valued at \$40,000, could be made to township road commissioners.

In Cumberland County the township unit of government is recognized as having a local vitality lacking in county government, a possible indication of the usefulness of the township for rural services.

ALVIN D. SOKOLOW
University of Illinois

States Seek Changes In Coroner Status

The efforts of state medical societies to modernize the coroner function in their respective bailiwicks are proceeding in the 1961 legislative sessions with active support from many quarters. There has been legislative progress of varying degrees in twenty states heretofore and further accomplishments are hoped for.

In Washington (state) Dr. Clyde Jensen, Seattle pathologist with important civic support, and the Washington Association of County Coroners, are seeking to get the coroner function transferred to qualified appointive medical examiners. Another bill goes further and is patterned after the National Municipal League's *Model State Medico-Legal Investigative System*.

In Oklahoma, Senate Bill No. 81 follows the *Model* in creating an ex officio board for regulating the function throughout the state and in providing a state medical examiner under the board who must be a physician with post-graduate training in human pathology. The proposed state examiner would have authority to develop central laboratories with the medical school at the University of Oklahoma. He also would appoint and direct qualified county examiners throughout the state.

In West Virginia, House Bill No. 134 followed the *Model* in providing a state system with central oversight and pathological services and deputy medical examiners would be appointed in the counties. It passed the House, 74 to 22, early this year, but died in the Senate.

In Tennessee, House Bill No. 65 empowers the State Department of Public Health to create a Post Mortem Examination Division with a chief medical examiner to be appointed by the commissioner of public health with approval of the governor. The chief medical examiner would be "preferably a pathologist certified by the American Board of Pathol-

ogy." A qualified medical examiner would be appointed by the governing board of each county from a list of two or more persons submitted by each county or district medical society. Central pathological service is provided for along with central oversight, records and regulation.

A similar statewide service is proposed in Minnesota by a bill sponsored by the State Bar Association, the State Medical Association and the Citizens League of Minneapolis.

In California, where county home rule has resulted in diverse local arrangements and composite services, Senate Bill No. 393, which has technical support, calls for removing the requirement for inquests involving the empaneling and use of coroners' juries unless a jury is specifically requested by the police or prosecutors. The appointive coroner of Los Angeles County, Theodore J. Curphey, M.D., formerly medical examiner of Nassau County, New York, has recently procured the change of his title to "chief medical examiner-coroner."

In Indiana, the Forensic Sciences Commission, created in 1959 to study the coroner laws, has introduced a bill directing the governor to appoint a committee to recodify the coroner laws of the state and to recommend changes.

R.S.C.

Study Groups Named For New York Counties

The boards of supervisors in two upstate New York counties have appointed study committees to review their government organization, with special consideration of the adoption of an executive governmental form.

The chairman of the Niagara County board has chosen a five-member committee to study specifically the merits of a county manager plan.

In Onondaga County, a nine-member county charter commission has been ap-

pointed to study and recommend modernization of county government. Possibility of success was considered good for the adoption of a county executive plan, according to newspaper accounts, because the political leadership has joined other groups in pushing for the change.

Two previous attempts to adopt a new government form were defeated in Onondaga County. In 1942 a county manager proposal was defeated and in 1953 a referendum seeking authority to set up a county director form was rejected. One of the main opponents of the 1953 referendum submitted the present charter resolution.

California Counties Vote on Charter Changes

Two proposed changes in the Los Angeles County home rule charter were overwhelmingly defeated at the November 1960 election.

The first proposition would have relaxed the rather strict prohibition on political activity by county employees. Employees would have been allowed to campaign, run for office, etc., in district, state and national elections if the proposal had been approved. Also, employees would have been permitted to participate in referenda issues at the county government level, but the prohibition of any political participation at the city level would have been retained. The proposition was defeated by a vote of 704,608 "for" to 1,283,157 "against."

The other defeated proposition would have separated the offices of treasurer and tax collector. The combined office is now filled by appointment under civil service provisions. The incumbent, who is to retire shortly, suggested the amendment, which would have gone into effect upon his retirement. The vote on the issue was 591,543 "for" and 1,274,583 "against."

Voters in three other California coun-

ties approved charter amendments at the November elections.

The charter of Tehama County was overhauled when the voters approved twenty amendments, most of them clearing out obsolete provisions. One additional amendment was rejected; this would have provided for the election of supervisors from districts rather than at large, as at present. The adopted amendments generally reflected the county's desire to rely upon the general state law to cover matters deleted from the charter.

Fresno County approved charter amendments eliminating the county hospital director from civil service and the requirement that a member of the board of supervisors serve on the county planning commission.

San Francisco County-city voters approved one charter amendment, but rejected several others. The most important of the rejected amendments would have permitted the mayor to serve more than two terms.

Under the initiative procedure, the voters in three counties approved changes. In Madera County, a county civil service system was established; in Santa Barbara County, a retirement plan for law enforcement officers and firemen was created. And in Nevada County, the voters removed from the supervisors power to make changes in supervisorial district boundaries unless first approved by referendum.

The voters of El Dorado County approve a civil service ordinance by referendum. Sixteen California counties now have civil service systems.

The voters of Kern County defeated two referenda involving supervisorial district boundaries. One would have provided a specific boundary change and the other would have restored redistricting powers to the supervisors. Kern County was the only county with this type of redistricting until the approval of the initiative in Nevada County noted above.

Taxation and Finance*William J. D. Boyd, Editor*

Cities Seek Easy Solution to Needs

Rush to Uncle Sam for Financial Assistance

EDITOR'S NOTE.—The article below is reprinted with permission from the *Wall Street Journal* of July 15, 1959. While the author, writing over a year and a half ago, described testimony before a committee of the 86th Congress, and a different administration controlled the executive branch, the problems discussed are, if anything, even more timely today.

MAYOR Robert Egan of Flint, Michigan, plopped a hefty briefcase on the table and opened up his big bag of troubles to congressional gaze. Flint, he proceeded to say, urgently needed help to finance water and sewage projects.

Mr. Egan had come to Washington to tell members of a House Banking subcommittee he was all in favor of a proposed \$1 billion, low-interest-rate federal loan program for public health projects. But Representative Widnall, a New Jersey Republican, was troubled by the mayor's testimony. Why, asked Mr. Widnall, was Flint running to Uncle Sam when the city already enjoyed an excellent credit rating and had no trouble selling bonds for municipal improvements? Why should the government borrow money at more than 4 per cent and then lend it to Flint at a cheaper rate?

Mr. Egan didn't lack an answer. "I am merely looking for an easy solution to the question," he said simply.

The reply spelled out the obvious. The search for an "easy solution" brings thousands of local government leaders, businessmen, union officials and assorted aid-seekers to the U.S. capital every year. This parade points up a vast illusion abroad in the land—the illusion that fed-

eral funds are somehow "free" funds. As Mr. Widnall put it: "There seems to be a tendency on the part of a lot of people to feel that when something is financed by the federal government it doesn't cost them anything."

But the problem goes deeper. The never-ending march on Washington is one form of response to the complexities and pressures spawned by rapid changes in American economic life today. In a nation which prides itself on its supposedly competitive society, business and farm groups frequently come, hat in hand, pleading for federal subsidies or controls or protection.

Then there are the public officials who come seeking federal assistance—the representatives of cities, counties, towns and hamlets. Their reasons are frequently complex: Sometimes it may be because of a sharp dwindling of local tax sources or because those sources are being taxed to the saturation point; at other times it may be because of a lack of political courage and a refusal to face up to local responsibility. Thus, officials of many a conservative-minded community frequently find it more expedient to ask federal help than to face up to the politically dangerous task of increasing local taxes or cutting back services.

The logical next step would be for the localities to turn to the states. But they, too, have shortages of adequate revenue sources and are torn by diverse political pressures. Most state legislatures still have a rural complexion that tends to make them conservative. As a result, local officials frequently feel impelled to turn to Washington when state governments give them the cold shoulder.

An eastern Democratic congressman notes that state legislatures are under strong pressures from well organized groups opposed to tax increases or additional state help to communities. "When

a legislature buckles to these pressures, there's nothing for a mayor or councilman to do but take the train to Washington," he adds. "The result is a sort of natural alliance between the federal government and the localities."

The subject of state responsibility was brought into the banking panel's hearing when Herbert Bingham of the Tennessee Municipal League was testifying. Mr. Widnall again applied the needle and asked why Tennessee wasn't helping its towns and cities finance their water and sewerage needs. "They can finance things cheaper than the federal government government—why don't they do it?" he jabbed.

Mr. Bingham reckoned he would have to give "a brutal answer to a brutal problem." State government, he said, is "basically an irresponsible level of government in this country." Not only do the states shirk their own responsibilities, but "they will not even provide authority for local governments to solve their own problems," Mr. Bingham declared in referring to state constitutional limitations on bonded indebtedness which communities may incur: "The states have not stepped forward with an adequate program in the highway field, the hospital field, the unemployment field or any field you want to mention."

Harold K. Schone, director of public works in Oakland County, Michigan, contended states have too many problems of their own to worry about bailing out localities. As for seeking state help, Mr. Schone took the view "there's no sense in walking up a blind alley."

As a result of all this turning to Washington, one fact stands out sharp and clear: The federal government's contribution to total government expenditures has been steadily spiraling. Fifty years ago less than one-third of all governmental expenditures was made at the federal level and two-thirds by the states and localities. Now this ratio is roughly reversed. The defense effort is a major

reason for the change, of course. But domestic programs have been burgeoning, too. Federal aid to state and local governments now averages almost 20 per cent of general state outlays.

As the federal government widens its scope of operations, cries for economy tend to ring out louder—but often accompanied by a lower-pitched "but."

A midwest Democratic congressman tells about the political wheelhorse back in his home district who keeps a steady bombardment of letters and telegrams urging support for a flock of spending proposals. "Then the other day I picked up the paper and damned if he wasn't making the fiercest speech you ever saw denouncing federal spending."

A Virginia conservative hears a lot of griping about spending in one particularly "conservative" stronghold of his district. Yet this same area is benefiting from sizable federal aid for airports, water pollution work, highways and post office and National Guard armory construction. Nobody was griping about these.

Similarly, business groups denounce increased federal outlays for such things as public works projects. Yet delegations from local chambers of commerce stream into town to plead for money for dams and reclamation projects in their backyards. James K. Vardaman, former member of the Federal Reserve Board, recently told a Georgia audience he had yet to find "one wholly unselfish organization, be it political, labor, industry, military, agriculture or social."

The banking subcommittee hearings ran the customary gamut of witnesses. Local government, labor, hospital and housing groups lined up in favor of the legislation to provide expanded aid for local water, sewer, hospital or nursing home construction. Business and financial representatives attacked the bill—except for one manufacturer. His product: sewer pipe.

The testimony threw a lot of illumina-

tion on federal spending; most everybody agreed that increased construction of local public works was worthwhile. Some witnesses, indeed, said that more local governments, like people, should stand on their own feet. And when Spencer Smith, economics professor at the University of Maryland, said: "All economics can be summed up in the fact that there is no such thing as a free lunch," he spoke truths all the other witnesses, including Mayor Egan of Flint, doubtless would readily admit.

But the testimony also showed that one reason for the great growth of federal "aid" comes because people with problems think that the "easy solution" is to make believe the lunch is free.

PAUL DUKE

Governors Urge Tax Relief for Railroads

The governors of four states—Connecticut, Massachusetts, New York and Rhode Island—recently completed a conference at which they agreed on a series of proposals to help the New Haven Railroad. For years one of America's sickest railways financially, the New Haven has a large and important role in the transportation of commuters in the upper mid-Atlantic-lower New England region. Other officials attending the conference included Mayor Robert F. Wagner of New York City and Edwin Michaelian, county executive of Westchester County, New York.

Among the suggestions the governors relayed to their respective state legislatures and to the federal government were state tax relief programs for the railroad amounting to \$6,200,000 a year, authorization of passenger-fare increases, repeal of a federal tax on passenger fares and a program of operating economies. Total annual value of the proposals would be \$13.7 million. The New Haven had a \$15 million loss last year. In return for the assistance, the New Haven would

have to guarantee to continue and improve its operations.

The amounts of tax relief suggested from each state was \$2,575,000 a year from New York, \$1,730,000 from Connecticut, \$1,225,000 from Massachusetts and \$670,000 from Rhode Island. All but Massachusetts' governor expressed the belief that their state legislature would enact the necessary legislation. There was less confidence as to the chances of federal repeal of the 10 per cent tax on passenger fares. Congress has proven unsympathetic to earlier proposals of this nature.

Since 1958 the New Haven has received \$21,659,400 from banks and lenders under the Interstate Commerce Commission's loan guarantee program. The line has only recently requested an additional \$1,500,000 guarantee. The New England Council—made up of prominent New Englanders who have joined in promoting industry and trade—has suggested that the New Haven declare bankruptcy and be placed under a trusteeship. The line operated on such a basis from 1935 to 1947.

Raise Revenue by Pushing Liquor Sales?

Reports from those states where liquor stores and the dispensing of alcoholic beverages is a state monopoly indicate that the states are utilizing aggressive merchandizing methods to increase state revenues.¹

State liquor monopolies are big business. The largest of them, that of Pennsylvania, outranks the S.S. Kresge Company, the national variety store chain, in the number of its outlets and the state's net profit on liquor was greater than that of Westinghouse Electric Corporation.

Dry forces have long sought the increase of taxation on liquor and have proven welcome allies of legislators seek-

¹ As reported in the *Wall Street Journal*, February 23, 1961.

ing greater revenue sources. Many states, however, Virginia for example, have found that increased rates have often caused a drop in total revenue, particularly in areas bordering on other states (or the District of Columbia in the case of Virginia) where liquor taxes are lower.

Stealing a page from the supermarket book, many states are now operating on the bigger volume—lower profit margin theory. Ohio has gone one better by both increasing the price and improving marketing procedures. There has been a rapid increase in the number of new store fronts, gift certificates, drive-in service and other techniques of private business.

Most state liquor commissioners are extremely circumspect, however, about actual promotion of liquor itself. As yet dry forces have not objected to the modernization of state liquor stores and similar projects. Liquor boards have no desire to incur such opposition.

If criticism should be forthcoming, commissioners in states where the monopoly system is used have potent arguments in the fact that per capita liquor consumption in monopoly states was 1.07 gallons in 1959, while it was 1.43 in open states. Per capita revenues from liquor showed exactly the opposite situation that same year, however, with monopoly states receiving \$8.31 compared with \$5.67 in open states.

State Legislators Look for More Revenue

The hunt resumes, in 47 of the 50 state capitals, for more revenues. Legislatures are meeting in every state except Kentucky, Mississippi and Virginia. Prospects are good for a substantial amount of revenue-raising legislation being enacted. Confronted with the fact of a continued rise in costs while the current

recession has had an adverse effect on total tax collections, state executives and legislators are once more looking for new sources of funds or contemplating increases in present tax structures.

Throughout the past decade there has been substantial expansion in state tax systems, particularly during the period from 1955 to 1959.¹ In 1951, 28 states, including Hawaii, imposed sales taxes. Today, 34 states utilize this tax and during the intervening years fourteen of them have raised their sales tax rates. Taxation of corporate income increased from 34 users to 36 and the rates of this form of taxation were increased, or deductions removed, in twenty states. Cigarette taxes were adopted by five states, bringing the total users to 47, 36 of which have raised rates since 1951. All the states impose motor fuel taxes and during the past decade 35 have increased the amount of the tax.

Median sales tax rates rose from 2 to 3 per cent. The maximum rate currently levied is 4 per cent in Michigan, Pennsylvania and Washington. Flat rates are imposed in 29 states using the corporate income tax, while seven have graduated rates.

State taxation of motor fuels varies from three to seven cents a gallon. In 1951 the range was from two to nine cents but Missouri, which had the lowest rate, increased this to three cents a gallon and Louisiana, which levied nine cents a gallon, dropped its rate to seven cents. The median rate for all state gasoline taxes rose from four and a half to six cents a gallon.

The median cigarette tax rate is five cents a pack with the rate varying among the states from two cents to eight cents a pack.

¹ Data are from *Tax Administrators News*, January 1961.

Seek Fundamental Change in Mass.

AVC Works for Revision Of State Constitution

"THERE exists a fundamental distrust and alienation between the citizen and his government. There exists a lack of responsibility within the executive branch and, therefore, a lack of responsibility between the chief executive and the citizenry." This introduction to the American Veterans Committee of Massachusetts 1961 Action Platform for state government reform sounded the call for the intensive legislative and educational campaign now going on in the Bay State.

AVC, like many other liberal groups, had over the past decade included the standard proposals for strong, vigorous executive leadership in its annual platform. But, as often happens, no major efforts were made in the specific area. Shortly before the December 1960 AVC state convention, however, dozens of letters were received by the state council asking that a solid program of governmental reform be presented at the convention for action in 1961.

Why this year? Massachusetts has traditionally been a "weak" governor, "strong" legislature state dating back to the time when the colonial governor was appointed in England. The first constitution of 1780, which stands basically unchanged in 1961, includes a governor's council consisting of eight councillors and the lieutenant governor, which must give its consent to all gubernatorial appointments. The council must also approve all moneys paid out of the treasury by the governor, all purchases of bonds and securities by the treasurer, and all con-

tracts by state departments. (Massachusetts, Maine and New Hampshire are the three lone states that have retained the council.)

Six constitutional officers are popularly elected every two years. In 1919 Massachusetts was the last state to change from a one-year term to a two-year term. There is often little cooperation between the various constitutional officers, divided as they are between the two parties and fractions of the parties. The two-year term, of course, gives the governor little time to concentrate on needed administrative reorganization.

The executive branch is composed of over 230 separate departments, agencies, boards and commissions. The administrative hodgepodge is further complicated by the terms of the various department and agency heads. They generally enjoy four- or five-year appointments and both the legislature and department heads often look upon the governor as a "bird of passage," a sort of transient guest. In short, executive control, direction and responsiveness are often meaningless.

Rumbles of discontent and some calls for a popularly elected constitutional convention had been heard over the past ten years. Several groups, composed primarily of academic people, had supported a convention. The strongest move came last year when John Harris of *The Boston Globe* (independent) wrote a sparkling series of articles explaining the need for a convention. *The Boston Herald* (Republican) answered Harris with a series of editorials titled "Constitutional Convulsion." The *Herald* saw the need for various changes in the constitution but asked for legislative action rather than a full-blown convention.

Community interest was aroused and several key political leaders took varying stands on the convention. The governor called for a convention in his annual mes-

sage to the legislature. But the discussion soon lapsed.

By November 1960 a series of scandals had rocked the Department of Public Works and the Metropolitan District Commission. Fraud, thievery and conflict of interest were uncovered by a legislative committee. The Republican candidate for governor tried to tie the Democratic candidate with the scandals. The Democratic candidate alleged that the Republican had used his former post as head of the Department of Public Works to make millions for his construction firm. To all intelligent observers, the issues and the election were becoming meaningless.

By November the legislature was heading for its longest session in history. It was the only legislative body in the nation still in session. (After the November election, the legislators were to vote themselves a \$1500 pay raise that shocked the state. On February 17, 1961, a group of private citizens deposited over 70,000 signatures with the secretary of state to have the question of the pay raise repeal put on the ballot in the next general election.)

* * *

AVC went into action. A platform committee headed by Dr. George D. Blackwood, professor of government at Boston University, Thomas A. Sullivan, Boston city councillor, and this writer was organized.

The results of their study and some subsequent revision at the state convention resulted in the following program as first steps in needed governmental reform: The four-year term for constitutional officers; the "short ballot"—the governor and lieutenant governor should be elected as a unit from the same political party, the secretary of state and treasurer should be appointed by the governor; the governor's council should be abolished; the legislature should be limited to a June 30 prorogation date; several of the key administrative officials should

have terms coterminous with that of the governor; and some serious action should be taken to reorganize the entire administrative structure. The theme of the program was to make the governor "truly the chief manager of the state's business" by giving him the time, the authority and the organization to do it.

A three-pronged attack was organized, aimed at the general public, at the legislature and at other pressure groups. A series of press conferences and press releases outlined the general program and reasons for it. The Boston and suburban newspapers cooperated with adequate coverage. The AVC program was presented on three hour-long radio shows and in a television interview. A "letters-to-the-editor" campaign had some success.

The 280 legislators each received a strong letter outlining the AVC position. AVC members and citizens who had received its literature or heard the radio and TV programs responded with letters to their legislators. The new governor was urged to support the program and, some weeks later at a press conference, he favored the four-year term and the short ballot.

More than a dozen other key civic groups were urged to support the AVC program through contact with their own membership and by personal appearance at the legislative committee hearings. The groups included the League of Women Voters, labor unions, the Federation of Taxpayers and others. College professors and graduate students of government were sent materials and urged to appear at committee hearings.

What have been the results of these efforts? First, public attention has again been focused on the need for constitutional change and administrative reorganization. The legislature is aware that there is a vocal group demanding action and expecting to see action during this session of the legislature.

The legislature's Committee on Constitutional Law held hearings during the

first two weeks in February on the proposed amendments. AVC's position was to work hard on the bills through the normal legislative process but also to support the constitutional convention as the only real means of getting coordinated and meaningful change.

The four-year term and the limitation of the legislative session received the greatest support at committee hearings. Legislators, pressure groups and private citizens appeared and testified favorably. These legislators comprise a small group of ten to fifteen (of the 240 representatives and 40 senators) who consistently support similar measures and are far-sighted enough to see the need to increase executive power, perhaps at the expense of some of their own.

* * *

The Committee on Constitutional Law held hearings on bills calling for a popularly elected constitutional convention on March 1.

An overflow crowd heard more than twenty persons, some representing large organizations, explain the need for an immediate convention. Proponents included Dean Griswold of the Harvard Law School, Dean Drinan of Boston College Law School and other academics from Tufts, Brandeis, Boston College and Boston University. Present and former legislators and constitutional officers testified favorably. AVC and other community organizations including the Boston Jr. Chamber of Commerce were heard.

Opposition was limited to two or three legislators and two business groups, the Associated Industries and the Greater Boston Chamber of Commerce. The high cost of the convention (estimated at two to three million dollars) was the principal charge against it.

On March 2, two events occurred simultaneously that startled many advocates of constitutional reform. At the same time that the Constitutional Law Committee was reporting out favorably

almost every bill submitted to it—four-year term, short ballot, limitation on the length of the legislative session, abolition of the Governor's Council, and others—Governor John Volpe presented an ultimatum to the legislature—modernize the constitution this year or "I'll proceed to get behind the movement for a popular constitutional convention."

The committee took no action on the convention proposal. The majority of the legislators do not want wholesale change. A convention would surely do this. The size of the House might be cut and some "rotten boroughs" broken up.

On the other hand, some positive action will be forthcoming. The legislators fear that another signature drive following so closely the drive to repeal their pay raise might be successful. Therefore, it is almost certain that the four-year term bill will get favorable action. The Governor, House speaker and Senate president have endorsed the measure.

Most advocates of change, however, will not be content to stop here. The four-year term is not enough to provide for strong vigorous executive leadership. What about the Governor's Council? What about the administrative "plumbing design," the 230 separate departments, commissions, agencies and boards that make up the executive branch? A design that was sufficient in 1920 to manage a \$37 million government, they say, is not sufficient to run a \$600 million government in 1961. The drive for the constitutional convention and/or larger legislative constitutional change will continue in the Bay State.

BURT LEVY, *State Chairman*

American Veterans Committee
of Massachusetts

Wisconsin LWV Seeks County Improvement

Forward, bulletin of the League of Women Voters of Wisconsin, reports

that of the state's 35 local leagues 33 have reached consensus on the state league's two-year study of "County Government under Wisconsin's Statutory and Constitutional Provisions." Based on these returns, the state board has approved this statement of position:

"Support of improvements in county government structure including: (a) variances in organization to meet differing needs, (b) smaller county boards with representation based primarily on population, (c) establishment at least in urban counties of an executive, and (d) application of the short ballot."

The league supports Bill 30A before the legislature which would allow counties with a population of 100,000 to 500,000 to elect a county executive, and Amendment 1A, which would extend this same privilege to counties of 80,000 and over. Speaking before an assembly committee hearing on these bills, Mrs. C. J. Debbink commented:

"Urban counties in the state need an executive head or administrator. . . . Budgets of five to ten millions in urban counties ought to be executive budgets, showing where the county is going and why. . . . We believe the administrative functions . . . as opposed to legislative powers can well be centered in a county executive system."

Work for Better City

At its annual meeting held March 2, the Cambridge (Massachusetts) Civic Association explored by open discussion what specific changes are necessary to improve the city and how to bring them about. James Vorenberg, CCA president, recently commented:

"In the course of CCA's recent membership drive we received reports from our ward and precinct workers in all parts of the city which indicate that citizens of Cambridge are dissatisfied with many aspects of city government. We are convinced that Cambridge has the raw material to be one of the great cities

Speak Your Piece

There once was a leaguer named
Brenda
Who squawked when she saw the
agenda.
So they said, "Where were you
When suggestions were due?
Speak your piece at the start, not
the end."

Oklahoma Voter, published by the
League of Women Voters of
Oklahoma

of the country. We believe the only way to achieve this goal is through constructive criticism and action."

Abolish Township?

The League of Women Voters of Maywood, Illinois, has made a study of Proviso Township and has decided that it no longer serves a useful purpose. It has two reasons for this conclusion:

(1) The administrative costs seem out of line in relation to the benefits received; (2) the functions this township does still perform, i.e., road maintenance and aid to the poor, are duplicated by other governing bodies such as the county and state.

Issue Directories

The Citizens League of Greater Cleveland has issued a directory which lists the public officials of Cleveland, Cuyahoga County and its 34 additional cities and 23 villages. Included also are lists of state officials and of private organizations within the area.

A directory of another kind has been issued by The Citizens League of Minneapolis and Hennepin County. Its *News* for January 30, 1961, carries a list of the organization's members, including an "Honor Roll of Businesses and Organizations."

Council Voting Splits Studied

Basic Research Issued On 51 L. A. Communities

AS PART of a larger project under the aegis of the Haynes Foundation, Robert J. Huckshorn and Charles E. Young prepared a *Study of Voting Splits on City Councils in Los Angeles County*, which has been reprinted from *The Western Political Quarterly*, June 1960, by the Bureau of Governmental Research of the University of California (Los Angeles, 19 pages). Since it is a preliminary study conducted within a short time period, it can only indicate the trends in split-council voting and suggest the possible reasons for these. As basic research on local government and motivational behavior, however, the tentative findings provide much curious and valuable information for further speculation.

Background material on the 51 cities in Los Angeles County that were covered was gained from city managers, city clerks, etc., and fell into three categories—material about the cities, about the councils (their organization and internal relations) and about the councilmen themselves. Continuing or prevailing voting splits were reported in eighteen of the 51—or nearly 36 per cent. These were found to be based not only on controversial issues such as zoning, personnel and administrative matters and capital improvements but also on personal differences, including the age of the councilmen, sex, length of residence, length of council service, occupation and party affiliation.

How do these causes affect prevailing splits? First of all, "old-timers" in age, length of residence and length of council service seem to be inundated by the

younger, more recently settled councilmen in these greatly expanding communities.

Secondly, women are found more often to be on split councils than on unanimous ones. Although the percentage of female councilmen was small, this seems to be a valid factor, based perhaps on the possibility that women are more likely to be elected in cities where municipal controversy may bring about a voting division on the council. Where women are elected, they are also much more likely to appear in a minority faction than are men.

Thirdly, occupation does play some role in council voting splits to the extent that in the cities studied "there is an almost complete absence of those members classed as 'professional' from any appearance on split councils."

Finally, party affiliation is found to play a significant role despite the fact that all local elections in California are nonpartisan. Most of the 51 councils studied are overwhelmingly Republican in membership. When Democrats are elected, the council is far more likely to be split, the Democrats, surprisingly, joining with a few Republicans to form a majority.

Obviously, these findings cannot be evaluated except as being limited in scope and implication. Yet the information gained from research such as this lays valuable groundwork for any theorizing about the exciting game of politics.

Redistricting Data Offered in Two States

As an aid to the North Carolina General Assembly the Institute of Government at the University of North Carolina has brought out *Data on North Carolina Congressional Districts, State Senatorial Districts and Apportionment of the State*

House of Representatives, by John L. Sanders (Chapel Hill, 1961, 193 pages, tables, maps). Covering the 1960 population of the various voting districts and their party registrations, the pamphlet makes few recommendations for change. It provides instead an impartial basis of information on which the legislature can act to bring apportionment into line with the state constitution and to reduce the state's congressional representation from twelve to eleven as required by the recent federal reapportionment.

West Virginia will also lose a congressional seat, dropping from six to five, and the Bureau for Governmental Research at West Virginia University in *Congressional Redistricting in West Virginia for the 'Sixties*, by Claude J. Davis, (Morgantown, 1960, 70 pages, maps) presents fourteen possible plans for the scheduled redistricting.

Advocate State Boundary Agency in California

Increasingly, state governments have been concerned about the rampaging and unguided growth of metropolitan areas and the corresponding multiplication of special districts, municipal incorporations and annexations. At present Alaska, Minnesota, North Carolina, Virginia and Wisconsin attempt by state jurisdiction over local boundaries to control and guide local land use and development. A "position paper" on these five states' experience, plus the approaches used in England, Ontario (Canada) and New Zealand, has been prepared for the Governor's Commission on Metropolitan Area Problems in California¹ by the University of California's Bureau of Public Administration. *Local Governmental Boundaries and Areas: New Policies for California*, by Stanley Scott, Lewis Keller and John C. Bollens, (Berkeley, 1961, 87 pages) sets forth

some standards, objectives and considerations which should be taken into account when developing policies in this field.

Two criteria are given for the development of objectives—the need for municipal-type services in a given area and the need for "careful land use planning and control during the time when an area is being developed." Since neither of these is seen as something which can be rigidly defined, discretionary standards would seem to be essential for an agency concerned with reviewing and developing plans for local governmental boundaries and services.

Objectives, according to the authors, could include the following:

"First, any urban area, and any area undergoing urbanization, should, whenever possible, be included within a general-purpose local government below the county level.

"Second, no actions should be approved by the state review agency unless they would contribute to the formation of local governmental units having sufficient area, population and assessed valuation to constitute effective, efficient and fiscally competent agencies of local self-government.

"Third, no separate incorporation should be permitted, even of an area which otherwise qualifies, unless the state agency has reviewed the present and probable future local governmental needs of the area and of adjacent areas, and has determined that the incorporation will not substantially hinder the present or future solution of governmental problems affecting the metropolitan community."

The state agency, as envisaged by the authors, should have not only the power to review local plans but also the power to initiate its own proposals and plans and, finally, it should be able to amend a proposed action and issue conditional approvals. In order to attain fully the objectives, corollary enabling legislation should be passed prohibiting creation of

¹ See the REVIEW, March 1961, page 149.

new cities, special service areas and special districts in the absence of agency approval, excepting only minor and temporary situations.

Negative Voting — The Reasons Why

Have you ever wondered why people vote no—especially when a project may seem worthy? *Why People Vote No—Case Study Observations*, by Maurice A. Lohman and William C. Sayres, (Division of Research, State Education Department, University of the State of New York, Albany, 1960, 45 pages) is an effort to find out the causes of negative voting. The material presented has particular pertinence to school bond issues; but the motives analyzed have wider application than to one specific issue.

Ten New York State school districts were studied since they had repeatedly turned down referendum proposals "and were selected with the expectation that, if there were an identifiable and meaningful pattern to these difficulties, it would be most clearly exemplified in such districts."

The pattern was found. The case study is divided into sections dealing with the reasons or factors recurring in referendum defeats—such as voter apathy and concern over costs, the regional variations (urban or suburban versus rural) in these factors, interrelationships of reasons, the action needed to overcome difficulties and conclusions.

Voting Machines Pro and Con

The South Dakota legislature approved a bill facilitating use of voting machines in 1959. To aid local officials in making a decision on this subject, William H. Cape in "The Era of Voting Machines" (*Public Affairs*, Governmental Research Bureau, State Uni-

versity of South Dakota, Vermillion, November 15, 1960, 6 pages) examines the advantages and disadvantages of mechanical voting equipment, concluding that it is "only a question of time until voting machines will be used generally throughout the state. . . . Opposition to the use of modern election equipment is principally on the basis of the initial capital investment."

A different conclusion is reached by the Greater Toledo Municipal League in its January 1961 research report, *Voting Machines and Voter Participation* (417 Huron Street, Toledo 4, Ohio, seven pages). Analyzing votes cast in various precincts in the city before and after the installation of voting machines, the league tentatively concludes that the use of such machines may tend to discourage voter participation on issues. "This may be because of voter confusion in the use of the machine or because of voter indifference, which would be at least partially offset if the questions were brought to the voter's direct attention through paper ballots." The league urges that these considerations be thoroughly studied before any new voting machines are purchased and that new voting and vote-counting techniques be explored for possible use.

Capital Programs Subject of Institute

"Every municipality finds it necessary to expend some funds each year for basic betterments. It is of utmost importance that public expenditures fit as integral parts of a long run scheme of improvements. . . . An important tool for achieving the goals of municipal public policy is available through the adoption of a capital (public) improvement program."

To explain the possibilities of this type of program and to recount experience applicable to communities in the state of Washington, part of the University of Washington's 25th Annual

Institute of Government was devoted to this subject. *Capital Improvement Programs* (Bureau of Governmental Research and Services, University of Washington in cooperation with the Divisions of Continuing Education and Public Services and University Relations, Seattle, 1960, 46 pages, \$1.00) consists of papers presented at the institute.

The major topical categories covered are "Capital Improvement Policy and the Comprehensive Plan," in which the need and utility of such planning is outlined; "Capital Improvements Programming," which discusses community needs and the determination of priorities; "Economies in Acquisition and/or Preservation of Public Sites," which highlights the need for the establishment of funds for advance acquisitions and the attainment of development rights; "Financial Aspects of Public Improvements Programs," which presents comparative methods of financing and goes into the vagaries of federal assistance programs.

While the papers are supposedly oriented toward conditions in Washington State, and many references are strictly applicable to situations there, the bulk of the report contains information that will be valuable to municipal officials throughout the country.

The bibliography at the conclusion of the book is an excellently selected list of the more recent articles, books and research studies dealing with the capital improvements budget and program.

W.J.D.B.

Home Rule Experience Described by New Bureau

A thorough and competent research memorandum on municipal home rule, covering legislative and judicial precedents throughout the country, has been prepared by the Bureau of Public Affairs Research at the University of Idaho. *Municipal Home Rule: Guidelines for Idaho—A Compendium of Legislative and Judicial Interpretation in the United*

States, by Elmer R. Rusco (Moscow, 1960, 108 pages), describes the various interpretations of the meaning of home rule and assesses its practical working.

The whole national experience is recounted. The pamphlet brings down to 1960 a review of the classic discussions that are found in the National Municipal League's *Model State Constitution*, in Rodney L. Mott's *Home Rule for America's Cities* (American Municipal Association, Chicago, 1949), in *Model Constitutional Provisions for Municipal Home Rule*, by Jefferson B. Fordham, (AMA, 1953) and in the court decisions of the last ten years and the new laws in the various states. It constitutes a new dating point for studies on the subject.

The performance is highly creditable to its author and to the new Bureau of Public Affairs Research.

R.S.C.

Montana Problems Studied

In preparation for the 1961 session of the state legislature, the Montana Legislative Council (Room 215, State Capitol, Helena) has issued a series of background studies. They cover *Legislative Procedures* (November 1960, 52 pages), *The Organization and Administration of State Government* (November 1960, 82 pages), *State Lands and Investments* (November 1960, 90 pages), *Higher Education* (November 1960, 64 pages) and *Property Taxation in Montana* (December 1960, 113 pages).

Courses on Surveys

The Survey Research Center of the University of Michigan will hold a summer institute in survey research techniques for the fourteenth consecutive year. Introductory courses will be offered from June 26 to July 22 and the regular sessions will take place from July 24 to August 19. The program is designed to illustrate the theory and application of survey research in several fields including political science.

Books in Review

Suburbs

THE CHANGING SUBURBS. (A series of articles.) *Architectural Forum*, Time and Life Building, Rockefeller Plaza, New York 20, January 1961. 148 pp. \$1.00.

The dynamics of change and its impact upon the modern suburb are the themes of the January 1961 issue of *Architectural Forum*.

In place of the big-city workshop ringed with tidy suburban dwelling towns, there now appears the all-embracing metropolitan complex. And just as the sun, according to the latest science, has an atmosphere so vast that the earth too is surrounded by it, so metropolis now extends out so far that the suburbs are not separate but constituent.

As befits the all-embracing quality of the metropolis, its transportation is the first topic to be discussed. Boston, Philadelphia and San Francisco are analyzed as examples of great cities confronted with strangulation caused by the poor circulation of peoples and goods and how they are meeting the threat.

Specific problems are frequently described through a case-study approach with each topic being discussed in relation to conditions extant in a particular community. The forest is rarely lost in the trees, however, as most individual studies are carefully related to the general problem each exemplifies and its national significance is noted.

One possible exception to this is the story of Don Mills, Ontario, Canada, which has limited applicability to United States suburban towns since Don Mills is part of the only fully organized metropolitan area government in North America. There is a universal quality to that part of the Don Mills experience which describes how it "is a good place to work and live, but its workers don't live there" because housing acquired too

many "Cadillac facilities" to fit the workingman's budget. Rather than emerging as a well integrated community that would help solve the commuter problem, Don Mills simply exacerbated the situation in the metropolitan Toronto region. Although it is an extremely attractive town, its story carries a moral for others who would build such self-sufficient communities.

Some of the other subjects covered are the protection of the amenities of suburban living against industrial, commercial and highway encroachment; the acquisition of industry, its virtues and vices; shopping centers, parking facilities and the automobile threat; the architecture of suburbia; and the appeal of the growing suburbs. The entire collection of articles forms a valuable addition to the growing literature on metropolitan area problems.

W.J.D.B.

Open Space

THE SQUEEZE. CITIES WITHOUT SPACE. By Edward Higbee. William Morrow and Company, 425 Park Avenue South, New York, 1960. xvii, 348 pp. \$5.95.

Haphazard urbanization is placing a squeeze on vital living space and upon the amenities essential to the good life—privacy, recreational facilities, cultural opportunities and the beauties of nature. Dr. Edward Higbee, geographer at the University of Delaware, has written a penetrating and witty indictment of the urban sprawl which, by 1980, will create giant metropolitan regions throughout America. The largest of these is already reaching the nightmare potential of a solid city from north of Boston to south of Norfolk. Another geographer has already dubbed this colossus of mass living "Megapolis"—the great, extended or mighty city.

The future of this and similar areas could be quite grim with urban decay, blighted countryside, higher taxes, poor

public services and despoiled recreational space creating what Dr. Higbee calls an "environmental leukemia that saps the vitality of the American metropolis and its agricultural fringe."

Glib, flip remarks are not beyond the author of *The Squeeze*, but his flippancy is not irrelevant or irreverent. Basically the book is positive in approach. He offers not just damnation but also salvation. The latter lies, he declares, in the development of the most valuable of all space, that which lies between our ears.

He believes solutions can be achieved through comprehensive planning, utilization of knowledge already available and through intelligent cooperation. Specific measures Dr. Higbee advocates are the restructuring of existing governmental agencies and units to meet metropolitan-wide problems, further efforts toward the modernization of rapid transit facilities, protection of open space, and perfection of sea water distillation systems.

W.J.D.B.

Reapportionment

THE POLITICS OF REAPPORTIONMENT IN WASHINGTON STATE. By Gordon E. Baker. (Prepared for Eagleton Institute of Politics, Douglass College, New Brunswick, New Jersey) Holt, Rinehart and Winston, 383 Madison Avenue, New York, 1960. 19 pp. Maps. 50 cents.

In this comprehensive report one of the country's leading authorities on legislative apportionment tells how the League of Women Voters of Washington (state) in 1956 initiated a fair reapportionment measure to end the legislature's 30 years of neglect. The league secured 78,000 valid signatures to a petition and carried it at the polls by 448,121 to 406,287 only to see the legislature cynically "amend" the measure to the point of extensively reversing its reforms before it could take effect.

The episode ranks as a most arrogant defiance of the popular verdict and this

full account contributes importantly to the current and promising efforts toward transferring apportionment duties out of self-interested legislative hands altogether.

R.S.C.

Home Rule

THE DEFEAT OF HOME RULE IN SALT LAKE CITY. By J. D. Williams. (Prepared for Eagleton Institute of Politics, Douglass College, New Brunswick, New Jersey) Holt, Rinehart and Winston, 383 Madison Avenue, New York, 1960. 16 pp. Maps. 50 cents.

This pamphlet describes perceptively the solid power structure of a somewhat unique city (205,000 population), illuminated by the unsuccessful 1957 campaign to oust the commission plan—without the power structure's support.

A well told yarn and an important addition to the slender literature of the democratic process at the local level!

R.S.C.

Negro Slate

AN ALL-NEGRO TICKET IN BALTIMORE. By G. James Fleming. (Prepared for Eagleton Institute of Politics, Douglass College, New Brunswick, New Jersey) Holt, Rinehart and Winston, 383 Madison Avenue, New York, 1960. 16 pp. 50 cents.

An absorbingly interesting narrative of how, in November 1959, a coalition all-Negro ticket for seven legislative seats challenged the powerful local Democratic boss who had never let Negroes be nominated although they constituted 57 per cent of the registered voters in the district. They failed, despite a fierce battle, to bring out more than 47 per cent of the Negro registrants and were victims of a fabulous catalogue of unscrupulous political chicaneries.

County Government

COUNTY GOVERNMENT IN ILLINOIS. By Clyde F. Snider and Irving Howards.

Public Affairs Research Bureau, Southern Illinois University, Carbondale, 1960. x, 171 pp. \$2.00.

This is a thorough, concise description of county government in Illinois, presented practically without appraisal or criticism.

Historical developments are described from the time the Virginia legislature of 1778 created "Illinois County" to the latest modification of the 1870 state constitution.

The book outlines county government's place in the over-all governmental structure of Illinois, the basic framework of county government, its functions, sources of revenue and financial administration.

Tables and maps make it a useful manual on an important unit of local government.

Additional Books And Pamphlets

Annexation

MEETING URBAN SERVICE NEEDS THROUGH ANNEXATION. Excerpts from Speeches on Annexation Presented at the 35th Annual Convention of the League of Oregon Cities, Salem, November 15, 1960. League of Oregon Cities, P. O. Box 5177, Eugene, 1960. 18 pp.

Assessment

PROCEEDING OF THE SECOND INSTITUTE FOR TAX ASSESSORS. Institute of Public Affairs, University of Texas, Austin, 1960. 103 pp.

Atomic Energy

AN ATOMIC DEVELOPMENT PLAN FOR THE STATE OF NEW YORK. A Report to Governor Nelson A. Rockefeller. Office of Atomic Development, State Capitol, Albany, December 1959. 56 pp.

Charters

DRAFT OF PROPOSED CHARTER FOR THE CITY OF NEW YORK. New York State

Commission on Governmental Operations of the City of New York. New York, February 1961. 126 pp. (Apply Office for Local Government, 155 Washington Avenue, Albany 10, New York.)

Child Welfare

CHILDREN'S SERVICES OF THE TEXAS DEPARTMENT OF PUBLIC WELFARE. Findings, Conclusions, Proposals. Texas Research League, 403 East 15th Street, Austin, 1960. vii, 107 pp. \$1.00.

County Government

DO COUNTIES NEED A DEPARTMENT OF INSTITUTIONS? Comments and Survey. By Vincent T. Cooper. County Supervisors Association of California, 1100 Elks Building, Sacramento 14, November 1960. 10 pp.

Education

CONNECTICUT SCHOOL FACTS. Connecticut Public Expenditure Council, 21 Lewis Street, Hartford 3, January 1961. 23 pp. Tables and charts.

Finance Reports

AWARD OF MFOA-NCGA CERTIFICATE OF CONFORMANCE TO UNITED STATES GOVERNMENTAL UNITS. By Joseph F. Clark. Municipal Finance Officers Association of the United States and Canada, 1313 East 60th Street, Chicago 37, October 1960. 12 pp. 75 cents.

Governors

THE ROLE OF GOVERNORS AT THE NATIONAL PARTY CONVENTIONS. By Paul T. David. Reprinted from *State Government*, Spring 1960. The Brookings Institution, 722 Jackson Place, N. W., Washington 6, D. C., 1960. 8 pp. Single copies free. Additional copies 25 cents each.

Home Rule

MUNICIPAL HOME RULE IN OHIO: THE NEW LOOK. By Norman Blume. Reprinted from *Western Reserve Law Review*, September 1960. The Press of

Western Reserve University, Cleveland, 1960. 24 pp.

Housing

HOUSING AND ECONOMIC PROGRESS. A Study of the Housing Experiences of Boston's Middle-Income Families. By Lloyd Rodwin. Harvard University Press and The Technology Press, Cambridge, Massachusetts, 1961. 239 pp. \$7.50.

Intergovernmental Cooperation

INTERGOVERNMENTAL COOPERATION. The First in a Series of Three Seminars Presenting Alternative Solutions to Metropolitan Area Problems. By Norman N. Gill. Citizens' Governmental Research Bureau, 125 East Wells Street, Milwaukee 2, October 1960. 30 pp. Tables.

Legislative Bodies

EXTENSION OF THE LIFE OF LEGISLATURES. By Eugene Forsey. *The Canadian Journal of Economics and Political Science*, University of Toronto Press, Toronto, Ontario, November 1960. 13 pp. \$1.50.

Legislative Councils and Commissions

BIENNIAL REPORT OF THE LEGISLATIVE COUNCIL FOR THE FISCAL YEARS 1958-59 AND 1959-60. Illinois Legislative Council, Springfield, October 1960. 34 pp.

SECOND PROGRESS REPORT TO THE CITIZENS OF CALIFORNIA. Citizens Legislative Advisory Commission, California Legislature, Sacramento, September 1960. 31 pp.

Mental Health

MENTAL HEALTH AND FINANCIAL MANAGEMENT: SOME DILEMMAS OF PROGRAM BUDGETING. By Stanley T. Gabis. Bureau of Social and Political Research, Michigan State University, East Lansing, 1960. 68 pp. Tables.

Metropolitan Areas

THE SCHOOL'S ROLE IN METROPOLITAN AREA DEVELOPMENT. By Richard C. Lonsdale. Syracuse University Press,

Box 87, University Station, Syracuse 10, New York, 1960. 71 pp. Paperbound, \$1.00.

Municipal Government

GENERAL POLICY STATEMENT—1961. Including State and Federal Legislative Programs. League of Alaskan Cities, Box 1764, Palmer, January 1961. 23 pp.

THE NATIONAL MUNICIPAL POLICY—1960. A Summary of Federal Legislative Objectives for 1960. American Municipal Association, 1612 K Street, N. W., Washington 6, D. C., 1960. 26 pp.

National Purpose

THE NATIONAL PURPOSE. America in Crisis: An Urgent Summons. (A series of articles from *Life Magazine* and the *New York Times*) By John K. Jessup, Adlai Stevenson, Archibald MacLeish, David Sarnoff, Billy Graham, John W. Gardner, Clinton Rossiter, Albert Wohlstetter, James Reston and Walter Lippmann. Holt, Rinehart and Winston, 383 Madison Avenue, New York 17, 1960. vii, 146 pp. Clothbound, \$2.95; paperbound, \$1.50.

Personnel

PERSONNEL ADMINISTRATION IN NORTH CAROLINA CITIES. By Donald Hayman. Institute of Government, University of North Carolina, Chapel Hill, 1961. 23 pp.

Planning

COUNTY PLANNING IN PENNSYLVANIA 1959-1960. Bureau of Community Development, Pennsylvania Department of Commerce, Harrisburg, 1960. 29 pp. Tables.

THE IMAGE OF THE CITY. By Kevin Lynch. The Technology Press and Harvard University Press, Cambridge, Massachusetts, 1960. vii, 194 pp. Illus. \$5.50.

Public Libraries

PUBLIC LIBRARY SERVICE IN CUYAHOGA COUNTY. An Interim Report. Cleveland Bureau of Governmental Re-

search, 1010 Euclid Building, Cleveland 15, Ohio, July 1960. 24 pp.

Public Safety

ACCIDENT PREVENTION WORKS. The National Safety Council, 425 North Michigan Avenue, Chicago 11, 1960. 29 pp. Illus.

Recreation

PROVISION OF LOCAL OUTDOOR RECREATION SPACE IN ERIE COUNTY. Standards for Local Facilities and Summary of Existing Local Recreation Facilities. By Arthur G. Wingerter and Ann Copperman. Erie County Planning Department, 2201 City Hall, Buffalo 2, New York, September 1960. 53 pp. Map, tables.

Salaries

WAGES, SALARIES AND FRINGE BENEFITS IN PENNSYLVANIA CITIES 1960. Pennsylvania League of Cities, Local Government Center, 2415 North Front Street, Harrisburg, 1960. 30 pp. \$1.00.

Statistics

HISTORICAL STATISTICS OF THE UNITED STATES—COLONIAL TIMES TO 1957. Bureau of the Census (with the cooperation of the Social Science Research Council), U. S. Department of Commerce, Washington 25, D. C., 1960. xi, 789 pp. \$6.00. (Apply Superintendent of Documents, U. S. Government Printing Office, Washington 25, D. C.)

Streets and Highways

THE STUDY OF THE ECONOMIC IMPACT OF URBAN EXPRESSWAYS UPON ADJACENT AREAS. (Address before the Canadian Good Roads Association, Toronto, October 18, 1960.) By Frank J. McGilly. Bureau of Municipal Research, 32 Isabella Street, Toronto 5, Ontario, 1960. 6 pp.

Suburbs

SUBURBAN FACTBOOK 1950-1960. A Socio-Economic Data Inventory for 100 Municipalities in Northeastern Illinois.

By Pierre de Vise. Northeastern Illinois Metropolitan Area Planning Commission, 72 West Adams Street, Chicago 3, June 1960. 114 pp. Maps, charts, tables. \$2.00.

Suggestion Plans

IMPROVING SUGGESTION PLAN PARTICIPATION: A RESEARCH PROJECT CONCERNING PROFESSIONAL EMPLOYEES. By Robert A. Berger. John W. Donner Fund, School of Public Administration, University of Southern California, Los Angeles, June 1960. viii, 111 pp. Tables, charts. \$3.25. (Apply University of Southern California Bookstore, Los Angeles 7.)

Taxation and Finance

DEVELOPMENTS IN GOVERNMENTAL ACCOUNTING. *Municipal Finance*, Municipal Finance Officers Association of the United States and Canada, 1313 East 60th Street, Chicago 37, February 1961. 38 pp. 75 cents.

HANDBOOK OF MISSOURI STATE TAXES. Missouri Public Expenditure Survey, 222 East Dunklin Street, Jefferson City, December 1960. 55 pp.

INDUSTRY AS A LOCAL TAX BASE. Bureau of Business and Economic Research, University of Maryland, College Park, June 1960. 24 pp. Tables.

LOCAL IMPROVEMENT FINANCING. A General Discussion of the Methods Used by Cities and Towns in North Carolina to Finance Street Improvements and Water and Sewer Extensions. By Warren Jake Wicker. Institute of Government, University of North Carolina, Chapel Hill, 1961. 12 pp. Tables.

LOCAL PUBLIC SCHOOL EXPENSES AND STATE AID IN CONNECTICUT. Including Data for the School Year 1959-1960. Connecticut Public Expenditure Council, 21 Lewis Street, Hartford 3, January 1961. 37 pp. Tables.

LOCAL TAX LEGISLATION IN 1959 AND 1960. Part 1. State Legislation Affecting

Local Taxation; Part II. Local Tax Legislation. By Jeanne-Louise Haviland. *Tax Policy*, Tax Institute, 457 Nassau Street, Princeton, New Jersey, January-February 1961. 16 pp. 50 cents.

MUNICIPAL FINANCE IN IDAHO. By Robert J. Huckshorn. Bureau of Public Affairs Research, University of Idaho, in cooperation with the Idaho Municipal League, Moscow, 1960. 68 pp.

OKLAHOMA SALES TAX AND USE TAX. Statistical Report for Fiscal Year Ending June 30, 1960. Division of Research and Statistics, Oklahoma Tax Commission, Oklahoma City, 1960. 38 pp.

PENNSYLVANIA LOCAL GOVERNMENT TAXES LEVIED UNDER ACT 481 IN 1958. By Robert P. Shavor and Robert E. Barnes. Bureau of Municipal Affairs, Pennsylvania Department of Internal Affairs, Harrisburg, February 1961. 89 pp.

PROPERTY TAX LEVIES IN OREGON CITIES. For the Fiscal Year 1960-61. Bureau of Municipal Research and Service, University of Oregon, in cooperation with the League of Oregon Cities, Eugene, December 1960. 33 pp. \$2.00.

SPECIAL STATE FUNDS. A Review of Special State Funds and the State's Fund Structure. Texas Legislative Council, Capitol Station, Austin, December 1960. 140 pp.

STATE TAX POLICY AND BUSINESS. EFFECT OF THE 1959 TAX BILL ON STATE REVENUES. (Numbers 3 and 4 in a Series of Factual Reports.) Texas Commission on State and Local Tax Policy, Drawer C, Capitol Station, Austin, December 1960. 82 and 27 pp. respectively. Tables.

Television

POINT OF VIEW—EQUAL TIME. Columbia Broadcasting Company Television Network, 485 Madison Avenue, New York, 1960. 11 pp.

Town Government

TIPS ON TOWN REPORTS. (Revised edition). Institute of Public Service, Univer-

sity of Connecticut, Storrs, December 1960. 16 pp. Illus. 50 cents.

Traffic

UNIFORM TRAFFIC ORDINANCE FOR CALIFORNIA CITIES. League of California Cities, Hotel Claremont Building, Berkeley 5, August 1960. 72 pp. \$2.00.

Urban Development and Renewal

INTERIM REPORT ON THE URBAN RENEWAL IMPACT STUDY OF ACTION-HOUSING, INC. ACTION-Housing, Inc., 1 Gateway Center, Pittsburgh 22, August 1960. 27 pp. \$1.00.

PROBLEMS INCIDENT TO URBANIZATION. A Forum Discussion. By Mabel Walker, Frederick G. Gardiner, Ben West, James M. Symes and Matthias E. Lukens. Municipal Finance Officers Association of the United States and Canada, 1313 East 60th Street, Chicago 37, November 1960. 12 pp. \$1.00.

REDEVELOPMENT OF THE GOLDEN GATEWAY—EVALUATION REPORT. By Architectural Advisory Panel. San Francisco Redevelopment Agency, 525 Golden Gate Avenue, San Francisco 2, August 1960. 39 pp. Illus.

Veterans

KENTUCKY VETERANS BONUS—ESTIMATED COST. By Charles Zettlemoyer. Kentucky Legislative Research Commission, State Capitol, Frankfort, September 1960. 34 pp. Tables.

Water

CLEAN WATER—A CHALLENGE TO THE NATION. Highlights and Recommendations of the National Conference on Water Pollution, Washington, D. C., December 1960. Public Health Service, U. S. Department of Health, Education and Welfare, Washington 25, D. C., 1961. 48 pp. Illus. charts.

PUBLIC ADMINISTRATION OF WATER RESOURCES IN TEXAS. By John T. Thompson. Institute of Public Affairs, University of Texas, Austin, 1960. 179 pp. Tables. \$2.50.

All-America Awards

(Continued from page 174)

weeds and many inhabitants had to go several hundred feet from their homes to get fresh water. A minor revolution—primarily in the attitude of the people—was wrought by the energetic leadership of some of the younger members of the community and the youthful new town administration. Much of the needed paving, laying of water lines and other public service needs has been done by the people themselves. Las Vegas still has much to do but her people are awake and are rapidly catching up to the present. A quiet Spanish town has become an All-America City.

Marin County, California, (146,320). Situated on the northwestern rim of San Francisco Bay, Marin County has been confronted with the metropolitan problem of suburban growth. No single town has had the resources to provide leadership in the solution of the crisis so the county has been forced to perform many urban functions. As whole new cities have been created by developers, various civic groups acting individually and collectively have assured future generations of adequate recreational areas and parks. Wildlife refuges and scenic beaches have been saved. A civic and cultural center for the county, designed by Frank Lloyd Wright, has reached first stage construction, slum clearance in one region and recreational facilities in another are all part of an enlightened program urged, sponsored and fought for by the citizens of the county.



Don A. Jensen
Marin County
Spokesman

Radford, Virginia, (9,371). Apathy, complacency and openly admitted selfishness kept Radford "a stark example of proud but poor independence." In 1955 a few citizens realized that Radford needed to join forces with people of the surrounding area for the benefit of all. So began a program of planned industrial and social renaissance. Eight political subdivisions contributed to the construction of the New River Valley airport. An industrial survey of the entire valley area was sponsored by six political units. A vocational school, available to all the valley's inhabitants, is now open in Radford. The spirit of cooperation has so infected the populace that, working hand in hand with their neighbors, the people look forward with confidence to a future of bold advancement.



John L. Whitehead
Radford Spokesman

Richland, Washington, (23,548). Richland is one of the United States' "atomic cities," its only industry being the Hanford atomic energy plant. From 1943 until December 1958 the town was owned, operated and supported by the federal government. Some of its residents began to chafe at the benevolent paternalism of Uncle Sam and sought to assume the management of their own affairs. Every house in the town had to be purchased from the government, all municipal facilities had to be transferred, a municipal government had to be established and throughout it all, opposition and apathy had to be overcome. Today these burdens are past but now the problem of luring more industry and creating a diversified economy confronts Richland. The townspeople face

this new challenge with the same determination that gained for their community one of this year's awards.

Salem, Oregon, (49,142). "Massive Cooperation" is a term well known in western Oregon. It is the name the communities of metropolitan Salem

have given to their farsighted program which is one of the finest examples of inter-governmental citizen cooperation in the nation. It involves municipal, county, school district and state participation plus the

all-essential ingredient, the common citizen. The Salem Area Chamber of Commerce has acted as coordinator for the various citizen organizations involved and the Intergovernmental Cooperation Council is the official counterpart. Planning, study and action phases of operations were established, the latter having begun in December 1959. Salem's is a highly professional, beautifully integrated program in which government and citizens have worked together solving regional planning and financial problems.

San Jose, California, (204,196). San Jose has suffered from tremendous growing pains, but unlike the Red Queen of *Through the Looking Glass*, the people of the city have not been willing to let all the running they can do keep them in one place. Growth has not halted progress and sheer bulk has not been mistaken for advancement. Dozens of organizations have worked on the various projects. New industry, new schools and new hospitals have kept abreast of expansion but, in addition, a downtown business district study

and development, a traffic ways study, urban renewal projects, a \$10 million cultural center, a Human Relations Council and expanded highway and air terminal facilities have all been initiated to make San Jose not only a bigger but a better city in which to live.

Worcester, Massachusetts, (186,587). Worcester is an old town and like many old cities it has had some big problems, all of which could hinder modernization and progress. In 1948 a group of reformers won council-manager government for Worcester and they have had to defend it constantly. With the new, more efficient government the city began the long, hard struggle to correct neglected evils. Recent projects which can be directly attributed to specific citizen groups are the New Salem Street Redevelopment Project, an \$8,500,000 school building program, and the organization of 50 neighborhood councils for community betterment and, once more, defense of the council-manager plan from the political parties. These and many other civic enterprises have involved so many people that, per capita, Worcester is one of the leading communities in America in citizen participation in civic affairs.



Gerald Frank
Salem Spokesman

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